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ABSTRACT

In this report, summaries of papers given at the conference on young women's work to school transition are reprinted. Themes addressed include: (1) problems of teenagers, teenage mothers, and the transition to adulthood; (2) problems faced by youth and minority youth; (3) responsibilities of educators; (4) employment programs; (5) employment prospects in the private sector; and (6) Federal programs for youth employment. Recommendations of the conference are: (1) women and minorities must work together to improve their job options; (2) stereotypes of people's expectations of women must be changed if they are to have equal employment opportunities; (3) institutional changes to promote collective action and to eliminate sex roles are needed; (4) women must be exposed to the option of non-traditional employment before they enter high-school; (5) parents must be informed early of job options and of the fact that their daughters will probably work; (6) extra training must be provided for minority women; (7) good data bases must be created to provide information on the employment and unemployment of women, particularly minorities. Appendices include a list of conference participants, the conference agenda, and a bibliography of books related to women and employment. (MI)

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Young Women and Employment: What We Know and Need To Know About the School-to-Work Transition

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Report of a Conference

U.S. Department of Labor
Ray Marshall, Secretary

Women's Bureau
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Employment and Training Administration
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1978

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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Foreword

The Department of Labor, in particular the Office of Youth Programs, is dedicated to facilitating the school-to-work transition for young people. Both the Youth Employment and Demonstration Projects Act and the substantial involvement of youth with the Comprehensive Employment and Training Act demonstrate that commitment. Lest the special problems of young women be ignored in attempts to help young people make the transition from students to adult workers, the Women's Bureau in conjunction with the Office of Youth Programs sponsored a conference to allow researchers and program operators to share their knowledge and expertise concerning how young women can be encouraged to take their rightful places as adult workers equal to male workers.

The Conference was unique in substance, design and spirit. Career education and employment programs have traditionally been formulated with traditional placement of males and females in mind, and without attention to the dilemmas faced by young women but not by young men of whether and how to manage both family and job. The design of the Conference was also singular in allowing for dialogue between researchers and program operators rather than lectures by researchers to program operators. The cooperative spirit of the Conference, the sharing between participants, was extraordinary, and it is interesting to note with respect to this Conference tone that the type of action prescribed as essential by all Conference participants if women are to achieve an equal place in the labor force is collective, cooperative action.

The Women's Bureau and the Office of Youth Programs have supported the preparation of this document of Conference proceedings with the intention that it would reinforce in Conference participants those ideas they acquired at the Conference about how to help young women enter the labor force on an equal footing with young men, and that it would disseminate the same ideas to persons who did not attend the Conference.

Alexis M. Herman
Director
Women's Bureau

Acknowledgments

Working on these Proceedings has been extremely rewarding due both to our interest in the subject and also to the unfailing support of everyone involved. We especially appreciate the co-operation of the presentors with our efforts to summarize their valuable presentations.

The contributions and advice of Mary Ann Wolfe, Gwen Wong and Mary Hilton of the Women's Bureau have been extremely helpful.

Finally, the editorial assistance, typing, patience and good cheer of Martha Irwin simplified our task enormously.

Editors' Note

The summaries of the presentations are largely direct quotations rather than paraphrases. The summaries were sent to the presentors, and are included as amended and approved by them.

The introduction to the Proceedings, the chapter introductions and the descriptions of panel discussions incorporate the predominant themes and ideas of the Conference. They do not necessarily represent the views of the editors, or of any individual participant, or of the Women's Bureau.

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CHAPTER I

INTRODUCTION:
THE HORIZONS ARE OPENING

The school-to-work transition signifies that the individual has completed those years of schooling required by society and is about to take her place in the adult work world. It is essentially at that point that the individual moves from dependence to independence. The success of the transition is one indication of how well society socializes the young. A successful school-to-work transition implies that the individual is capable of supporting herself and any dependents in a way that is satisfactory both to her and to society. Unfortunately, society does not always do an adequate job of socialization and many people do not make a successful transition from school to work. Many are incapable of supporting themselves and their dependents, and others, although self-supporting, are frustrated by boredom and/or lack of recognition. Parents, educators, pre-employment and employment program operators, employers, and, of course, youth are all committed to facilitating the school-to-work transition. This document focuses on the particular problems faced by young women in the school-to-work transition. These problems include transition problems faced by all youth as well as employment problems faced by all women.

Summaries of the presentations and discussions from the conference entitled "What We Know and Need To Know About the School-to-Work Transition," sponsored* by the Women's Bureau and the Office of Youth Programs of the Department of Labor in May 1978 are collected in this document. The conference participants came from different occupations, different backgrounds, different age groups, and both men and women were represented. In spite of the differing experiences and perspectives of the participants, a consensus on a number of themes permeated the conference: the need for collective action, the need for consciousness-raising, the need for changes at the institutional

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*and administered by the Social Research Group.

level, the importance of having females seriously consider non-traditional[1] employment early in their lives, the impact of parents on the job plans of youth, the special problems of minority women, the ripple effect of change, and the need for good data bases on the employment of women and minorities.

Collective Action

Women and minorities are only going to be able to widen their job options if they work together. Ultimately, if the necessary societal changes are to take place that would give all individuals an equal value in society regardless of their sex or race, women and men must also cooperate. Educators alone cannot improve the employment scene for women, and neither can employers do it alone. All facets of the community must work together. It is also essential that women cooperate with women--as role models, mentors and within supportive networks. The planning of the conference itself is illustrative of the strength of cooperation. The conference was planned neither as a research conference nor as a program conference, but as a conference where researchers, program operators and employers would work together and share their experience and expertise. Perhaps it was the shared sense of the value of cooperation that made the conference the warm and friendly gathering that it was.

Consciousness-Raising

Persons socialized in this society are all affected to some degree by stereotypes that need to be changed if equal opportunities are to be available to men and women. Persons raised in other societies may not require the same consciousness-raising. For example, one Native American conference participant described her tribe as matrilineal and matrilocal. She does not need to be liberated as do most women in our society because she was raised liberated.

Sex role stereotyping must be eliminated. Everyone--educators, program operators, employers, young women, young men, older women and men--must be made to realize that women as well as men must work to support themselves and their

[1] Non-traditional employment is employment where women have rarely been found in the past.

families, that the job options available to women are far more numerous than traditional choices and that young women want to work.

Everyone's expectations about the abilities of women must be raised. Young women themselves need heightened self-esteem. They need to know they are equal to men; equality is there for them to seize. It will be difficult for women to recognize their own strength and intelligence if people around them deny their abilities. Everyone in society must realize that ordinary women are just as able as ordinary men.

Changes at the Institutional Level

Institutional changes to promote collective action and to eliminate sex roles are needed. For example, institutional changes are required to increase the available supply of female labor for non-traditional employment, and to maintain the demand for labor at a high enough level to accommodate the supply. The effort to increase the supply of female labor for non-traditional employment requires that young girls and their parents be exposed to non-traditional employment as viable job options, that boys and men be informed regarding the ability of women to perform non-traditional tasks, that women receive adequate training and conditioning for non-traditional employment, and that women choosing non-traditional employment have access to supportive counseling and, where possible, to female role models, mentors and networks. Insuring adequate demand for female labor requires, in part, serious enforcement of anti-discrimination laws, not to mention passage of the Equal Rights Amendment. It is also necessary that the real value of traditional women's work (e.g., the service and clerical fields, the textile and garment industries) be recognized and fairly rewarded.

The Serious Consideration of Non-Traditional Employment by Girls Early in Their Lives

If women are to move into non-traditional employment in significant numbers, they should be exposed to non-traditional employment as an option for them

throughout their lives. Suggesting non-traditional employment to women in high school is probably too late unless they have previously thought of non-traditional jobs as options for women. Women in high school are preoccupied with being women, with their sexuality; therefore, the high school years are the most difficult stage in the life cycle for women to move into non-traditional employment unless they have already thought about doing so.

The Impact of Parents

There is a tendency to discuss the school-to-work transition as involving youth and persons who work with youth professionally but to forget parents. In most cases, however, parents, especially mothers, have a greater influence on the job decisions of their daughters than any teacher or counselor. Thus, parents should be at least as informed as their daughters concerning the surety that their daughters will work and concerning non-traditional job options, and they must be informed when their daughters are little girls.

Special Problems of Minority Women

The problems of youth, sex bias, and inadequate training faced by all young women in the school-to-work transition are compounded for minority women with problems of racial or ethnic discrimination. Special help in the form of extra training, and unfaltering encouragement must be provided to minority women.

The Ripple Effect of Change

Perhaps the most encouraging and optimistic information presented at the conference was the shared experience of many conference participants that one change leads to another. This phenomenon was alternately described as the ripple effect of change, the snowballing of change, and mutual reinforcement between changes. The simple provision of information to women, for example, results in their search for training. The performance of women in training programs and on jobs encourages trainers and employers to recruit more women.

The fact that more women are employed in non-traditional areas spreads information about non-traditional employment to other women and provides female role models, mentors and networks.

Data Bases

It is difficult, if not impossible, to effectively improve employment prospects for women without knowing what prospects exist, prospects which are constantly changing. Thus, there must be good data bases on the employment and unemployment of women, including longitudinal data. It should be possible to disaggregate the data along racial and ethnic lines, age levels and job categories, because important information is lost when the data are aggregated. Finally, data on minority women are particularly scarce, and we need to try to fill this void.

In the chapters that follow, the preceding themes are developed in more detail as they were expressed at the conference. In Chapter II are presentations that set the stage for the other presentations and discussions by describing the school-to-work transition as it exists for young women today. In Chapter III the youth speak both through a presentation about research on them and through their own comments. The educators' perspective is voiced in Chapter IV and that of program operators in Chapter V. Viewpoints of the private sector are represented in Chapter VI. Chapter VII consists of a guide to Federal programs for youth. In the Conclusion, Chapter VIII, we present suggestions for future research and for programs and policy directions as they emerged during the conference. The appendices include a list of conference participants, suggested references, and the conference agenda.

As Mary Hilton of the Women's Bureau said, "The horizons for young women are opening." The Conference on Young Women and Employment was certainly a step in furthering that progress, and we hope that this document also will be a help.

CHAPTER II

WHAT WE KNOW

We know enough to know that the day of Cinderella is over. Women are no longer carried off by handsome princes to live happily ever after far from the world of work. Many women head households, and others join their husbands in making essential contributions to the household budget. We do not know enough, however; we must continue to collect data, and to disaggregate the data. In times of rapid social change such as the present, we must continually collect data in order to keep abreast of labor market developments. Furthermore, use of aggregate data often masks information critical for accurate understanding of the employment status of women and minorities. Finally, the plight of minority women is a special one: they face job prospects with two strikes against them. For example, Mott found that the employment prospects of black high school graduates are similar to those of white dropouts, considerably more bleak than those of white high school graduates. On the other hand, black teenage mothers appear more realistic than white teenage mothers about the necessity of work and black mothers are more likely than whites to seek employment and to remain in the work force.

In the summaries that follow, experts share their knowledge about the facts of the working side of life for teenage women in 1978. Norwood demonstrates that the working woman, including the woman with small children, is a reality. Sexton discusses the demand for female participation in the labor force. Mott and Moore analyze the consequences for young women of early childbearing and dropping out of school.

The Facts of Life for a Teen-Aged Girl[1]

Janet Norwood

In their future working lives, today's teen-aged women will face: a changing labor market, new work patterns for women, a decrease in family size; an increasing number of female-headed families, and the greater likelihood of full-time rather than part-time employment.

Over the last 20 years, the female labor force has increased by some 85 percent. Today the female labor force participation rate is close to 50 percent. This means that one out of every two women in the United States is either working or looking for work.

A large percentage of young women working today will continue to work during their childbearing years. The proportion of young women, ages 20 to 24, in the labor force has always been and continues to be high. Two out of three women in this age group are in the labor force. The most significant change in the labor force participation of women has been occurring in the 25 to 34 age group. An increase of approximately 67 percent has occurred in the labor market activity of this group of women over the last 20 years. This change is extraordinary since the majority of the working women in this age group are mothers with dependent children at home. One of the most striking statistical facts is that the labor force participation rates of women aged 25 to 34 years is now nearly the same as that for women 35 to 44 years. This is a significant departure from the past when young women followed the traditional pattern of young women entering the labor market, working for a few years, leaving the labor force to have children, and perhaps re-entering the labor force in later years.

Other significant factors related to the changing work patterns of women include: the coming of working age of the children born during the baby boom; the trend toward postponing marriage and childrearing; the decreasing size of families; and the increasing number of families with two wage earners.

The children born after World War II are now of working age, and our economy has been employing them in record numbers. Added to this supply

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[1]Summary of Janet Norwood's presentation at the conference.

phenomenon is the fact that more men and women are remaining single longer and must support themselves, and more married women are postponing childbearing longer. The stereotype of the traditional one earner, husband-supported family with 2 children is no longer the norm. This stereotype represents somewhat less than 7 percent of the total number of husband-wife families in the United States.

A social change of great magnitude is the increasing number of families with females as sole or primary support. It is a fact of life that many more women will at some time find themselves heading families and being responsible for the total support of their families. Two significant statistical trends which indicate the greater likelihood of single-parent status for a young woman today are the sharp rise in divorce and the number of children born to unmarried women. In March 1978, one out of seven families in the country was headed by a woman. Due to economic pressures, these women are more likely to be in the labor force than wives living with husbands. In addition, a large proportion of these female-headed families are likely to be living in poverty.

What Do All These Pieces of Information Tell Us?

Young women today have to be prepared for a long working life. Given this situation, attention must be given to the kinds of jobs that will be available and the training women require for these jobs. We have to think about the kinds of industries in which women will find jobs and, more importantly, whether or not the jobs available to women will fulfill their financial needs.

Profile of the Labor Market: Where Are Women Employed Now?

Women have made some important strides in the job market in the last 10 years with increasing numbers of women employed in professional, administrative and technical occupations. However, the majority of employed women are still segregated in traditional occupations--clerical and service jobs.

The concentration of women in traditional occupations is important because it limits an individual woman's choice as well as the amount of money she can earn. Occupational segregation, the predominance of women in service and clerical

occupations, limits women's occupational choice to a very narrow range of low-status jobs. Even though there has been a reduction in practices that discriminate against women, women are still clustered in low-paying occupations in low-paying industries, and there remains a wide disparity between the average earnings of men and women. Data published most recently by the Bureau of Labor Statistics on usual weekly earnings in May 1977 show that the same differential earnings pattern has existed between men and women for the last 10 years. In May 1977, women's earnings were 62 percent of the earnings of men. This phenomenon largely reflects the occupational segregation of women into low-paying jobs and in low-paying industries.

Labor Force Projections

It is difficult in a period of strong social change to make accurate statistical projections of future conditions. Nevertheless, the Bureau of Labor Statistics has just revised its labor force projections. We expect the number of women in the labor force to increase to at least 45 million and perhaps as many as 50 million by 1985. A large number of today's young women will be tomorrow's working mothers. These women must receive training that will permit sustained labor force participation in occupations that are now dominated by men.

The goal of moving women into higher paying, non-traditional jobs can be accomplished only in an expanding economy. New jobs will be needed so that women can find employment and can move into the higher paying non-traditional occupations.

Janet Norwood is Deputy Commissioner of the Bureau of Labor Statistics, U.S. Department of Labor, and one of the eight highest ranking women in government. One of her areas of interest has been finding new approaches to statistics. She presented a paper on "Reshaping a Statistical Program to Meet Legislative Priorities" at the American Statistical Society in August last year, and wrote an article on "New Approaches to Statistics on the Family" which appeared in The Monthly Labor Review last July. Dr. Norwood has written and presented papers before a number of international meetings, and she is active on behalf of women in several professional organizations.

Where Women Find Work[1]

Patricia Cayo Sexton

The supply and demand factors of the labor market must be considered in an analysis of women's employment. Supply refers to the individual characteristics of young women, their attitudes, skills, knowledge, work habits and employability. Demand, on the other hand, refers to the structure of the economic system, the extent to which anyone wants to employ these women to give them jobs and opportunities so that they may use their skills and abilities. Demand factors include the organization of the existing economic system in terms of available employment opportunities for women, and the rules and laws which govern the system.

Demand has the highest priority and pretty much determines the quantity and quality of the supply of labor. Demand for young women workers falls into two categories: aggregate demand and specific demand. Aggregate demand is the total national demand for workers as seen in employment and unemployment figures; specific demand is the special demand for young women workers.

With regard to the aggregate demand situation, our national government has no full employment policy, no policy guaranteeing the right of every individual of work age to a decent job. We are moving in this direction but not as fast as other governments are doing. Most Western governments have done a better job of achieving full employment without runaway inflation than ours. Unemployment rates in the United States are still high and recessions are still recurrent with young women being the major victims of high unemployment--the last hired and the first fired.

The United States does have an active commitment to increase the specific demand for women and youth. Anti-discrimination laws open opportunities to women in schools and on the job. Supported by the law, the government has intervened with employers and opened good jobs for women in non-traditional careers by: 1) trying to create career ladders in dead end jobs for women; 2) giving some subsidies to private employers to offer jobs to disadvantaged women; 3) reaching into secondary schools with jobs and work-study programs for the young; and 4) creating new jobs for women and the young in the public and non-profit sectors. The best training programs keep job placement as the

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[1]Summary of paper by Patricia Cayo Sexton entitled "Women and Work," presented at the conference.

clear program goal. Consideration of job placement and whether or not meaningful employment is available after training is a crucial element of program planning.

The Recruitment and Training Program (RTP), a program seeking to recruit and to place minority women in non-traditional, managerial, professional and technical jobs, should serve as a model. It helped develop a specific demand for minority women among selected employers in Atlanta and other sites.

The government's major response to the unemployed, underemployed, and disadvantaged, including women has been the CETA legislation. The CETA programs are numerous and decentralized; thus it is difficult to pull together data on programs for women, especially young women. The government has compiled an index "CETA Programs for Women," which is part of the Women's Bureau's effort to describe model employment and training programs for women. Most of the programs in the index are aimed at preparing and placing women in non-traditional jobs or training programs. The Women's Bureau has also issued a guide for seeking CETA funds with the intention of encouraging women and women's groups everywhere to familiarize themselves with CETA.

The Youth Employment and Demonstration Projects Act (YEDPA) of 1977 aims directly at youth but is quite silent about the special needs of women.

The U.S. Office of Education also carries on some women's activities relating to the school-to-work transition. Most of these activities are aimed at reducing sex role stereotypes and moving women into non-traditional studies.

The Office of Education's major effort in this direction is the Women's Educational Equity Act Program, a "model-building" program that covers the waterfront of subject matter, from pre-school to adult education, and that will award grants of $8 million in 1978 (out of a Department budget of $9.3 billion). The Program's 1977 Second Annual Report shows that 22 of its large "general grants" went to post-secondary education for women, and only 14 to secondary schools that have a far larger population, including the target group we are concerned with today. While adult women were a target of its grants, teenagers and young women were not. More grants went to the "development of educational materials" and to teacher training than to any other activity.

In another section of the Office of Education, the Bureau of Occupational and Adult Education provides some materials and training for the so-called "Offices of Women" that have been set up in all State Vocational Education Programs to help enforce anti-discrimination laws in vocational education.

The Bureau is also assisting the new "Displaced Homemakers" programs that operate in some states, programs that offer vocational services to the divorced and widowed and that tend to serve older women much more than younger ones. The Bureau also seeks to expand programs that award academic credit to women for their life experiences, programs that also affect older more than younger women.

The National Institute of Education, the Federal research arm for education, has launched some innovative women's activities, including the creation of a television series to combat job stereotypes, efforts to enroll more females in math courses, and the creation of a National Commission on Working Women, addressed mainly to blue-collar women. A major, and highly innovative NIE program, the Experience Based Career Education demonstration project offers students work internships in the community and in so doing helps to enlarge the work experiences of young women.

We need more schooling that is directly linked to job experience and a variety of real-life occupations and activities. A major problem in the school-to-work transition of young people is that of credentialism. Job qualifications are far higher than actual job performance requires them to be. More is not always better, and, in fact, the reverse might be true. Today, we have young people meeting high educational demands of employers when in fact the jobs employers are filling do not require the skills/knowledge they have acquired. Indeed, the quantity of traditional schooling and excellence in job performance may not be closely related at all.

Occupational segregation by sex has produced the "Girls' Ghetto." Most of the traditional occupations of women are to be found in this ghetto: marginal, low-wage occupations. Also in the ghetto are traditional industries of women such as the "apparel and other textile products" industries.

From a policy perspective, some of the jobs in the girls' ghetto could be in the mainstream, especially those in the service sector where government

is employer or paymaster. Women's advocates should seek to expand these sectors along with pioneering efforts to open up non-traditional occupations to women. Expanded health and social service jobs can offer vast numbers of jobs to women in both the public and private sectors. Skilled trades and other non-traditional occupations can offer a significant, but still limited, number of jobs to young women.

Finally, women must act collectively to raise aspirations and become more competent and assertive. Women must learn how to come forward together, for it is such collective behavior which has gotten women as far as they have come recently. Usually, attention to women's issues is a matter of stimulus-response; women stimulate, the government responds. One generally does not occur without the other. In school, girls need to work in groups, learning how to achieve and define collective goals. On their jobs women need to upgrade themselves individually and organize collectively. Men have significantly upgraded their pay, conditions and freedom from arbitrary authority on the job by organizing themselves in unions which in turn influence both employers and government. Most women workers do not join unions and where they do, they tend to be tagalongs, accepting what the men give them and following male leadership.

What we need most desperately, then, is some way to upgrade the jobs at the bottom. And what we need in education is some way to show women that they can and must come forward, organize, solve problems, and press for what they are entitled to--from schools, employers, unions, and government.

Patricia Sexton is a Professor of Sociology at New York University and is well known for her many publications in the field of women in the economy. Her monograph "Women & Work" which was an analysis and compilation of data and program information gathered from Department of Labor studies and programs related to women and employment is already recognized as an excellent contribution to our store of information about women and employment.

The Transition From School to Adulthood[1]

Frank L. Mott

Using the National Longitudinal Surveys of Labor Market Experience, we examine the determinants and consequences of dropping out of high school on the labor market behavior of young women. Specifically, we look at the assumption that there is an idealized process of an orderly transition from school to work to family life of women and then compare this view with the survey data.

The longitudinal survey consists of annual interview data collected from 1968 to 1973 on 5,000 young women ages 14 to 24. The data include information on education, employment, training, and family experiences. The same women are followed through the experience of school leaving, and changes in their family and employment experiences coincident with their withdrawal from school are noted. The work experiences of women at several points after leaving school can also be examined. This particular analysis looks at young women who either drop out of high school without completing the 12th grade or who complete high school but do not immediately attend college.

There are serious adjustment problems for large numbers of young women in the period immediately following school leaving, particularly for those who have not completed high school. Many young women who drop out of high school do so because they are pregnant.

Not only do child-related considerations cause dropping out, but they then subsequently affect the ability of a woman both to take formal training programs and to find meaningful employment at a reasonable salary. The presence of a child not only inhibits the job hunt and the probability of finding a job but, in addition, has associated child care costs. Thus, the "threshold" at which it is economically rational to accept a job is probably higher.

Lack of school completion independent of the child consideration has several short- and long-term negative implications. First, the youth who will drop out of high school is far less likely to have had extensive employment experiences before leaving school. Thus, she is not likely to have knowledge about employers, occupations and job search methods other youth

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[1] Summary of paper with same title by Frank L. Mott and Lois B. Shaw, presented by Frank Mott at the conference.

with more extensive job experience may have. Indeed, for this reason, these youth, if anything, are more in need of in-school job guidance than others.

Also, there is extensive evidence that the dropout and less skilled youth is more likely to become discouraged and withdraw from the labor force. This undoubtedly reflects several factors; the dropout is less likely to have skills employers need. Also, the lower pay they are able to demand in the job market increases the probability that welfare may be a viable alternative--given the child care responsibilities many of these young women have. Of course, the less they participate in the work force, the fewer useful job skills and experience they acquire. Thus, we have a self-perpetuating cycle of early school withdrawal, heavy family responsibilities, limited work opportunities and even fewer long-term work options.

From a societal perspective, it is obvious that the responsibilities we have for these young adults are not being met. Also from the societal perspective, there are some positive long-term signs. Over the next decade, the number of 16- to 19-year-old young women will decline substantially (about 15 percent from over 8 million to 7 million), reflecting the lower birth rates of the late 1960s compared with the late 1950s. Thus, the pressure on the labor force, caused by a large number of new entrants, should be somewhat reduced. Also, over the past decade the percent of young women who graduate from high school has risen considerably. In 1966, about 30 percent of 25- to 29-year-old women had not completed high school; by 1977, this figure had declined to under 16 percent. Thus, the numbers and proportions of young women who seek employment without having a high school diploma has and presumably will continue to decline.

Finally, better mechanisms for reducing unwanted fertility among teenage youth are obviously needed. These mechanisms need to be institutionalized in such a manner that high school youth have access to information and facilities before unwanted births unnecessarily limit school, career and family options.

Frank L. Mott is the Associate Project Director for the National Longitudinal Surveys in the Center for Human Resources as well as an Adjunct Associate Professor in the Faculty of Labor and Human Resources at Ohio State University. Dr. Mott has written extensively on issues related to women in the labor force, concentrating on the relevance of demographic phenomena for interpreting changing social and economic trends in this area.

The Social and Economic Consequences of Teenage Childbearing[1]

Kristin A. Moore

A significant portion of childbearing in the United States occurs among teenagers. While fertility rates in general are declining, fertility rates are rising among females under 15, and the proportion of all births outside of marriage is rising. Using data from the National Longitudinal Study of the Labor Market Experiences of Young Women, my colleagues and I have investigated the social and economic consequences of teenage childbearing. Teenage childbearing leads to important negative consequences for the young mother and her family, and often society in general, because an early birth seems to increase the chances of a young mother requiring welfare assistance.

The economic impact of an early birth is not direct but rather seems to trigger a chain of events that combine to undermine economic well-being. The most critical factor that seems to result from a teenage birth is reduction in educational attainment. Other factors which influence young women's economic status include subsequent childbearing (large family size), lower income on the part of the other household earners, and marital instability.

Even when motivation and family background are controlled, an early birth affects the amount of schooling a young woman is able to complete. Pregnancy seems to play a causal role in dropping out of school. The implication here is not that all or even most dropouts are due to pregnancy, since two-thirds of the dropouts in the study appear to have other reasons for dropping out of school. However, among those girls who do get pregnant, the pregnancy seems to greatly increase the chances that a girl will drop out of school over what her chances would have been had she not gotten pregnant.

Once early childbearing has begun, teenage childbearers tend to have larger families by their mid-twenties than women who delay childbearing (a difference that continues into middle age). In addition, teenage marriages are particularly unstable, highly prone to disruption. Given this situation, marriage is not necessarily in the interest of the pregnant teenager, at least

[1] Summary of a paper by Kristin A. Moore which was presented at the conference.

from the perspective of forming a stable family unit. The chances are high that a teenage mother will spend some time as a female family head, and given her low educational attainment, that she will be an impoverished family head.

Research indicates that most teens do not intend their pregnancies, suggesting that the provision of family services and sex education for teenagers would help them prevent many unwanted pregnancies and give them more control over their lives. Teenagers should be educated about the costs and probable lifetime consequences of childbearing. Indeed, a reason for teenagers choosing to be mothers may be due to the lack of attractive alternatives that would stimulate young women to postpone childbearing. The attention, status and affection associated with pregnancy and motherhood may provide strong incentives to become pregnant.

Given the high incidence of sexual activity among teenagers, contraception is critical, but contraception requires motivation. Encouraging unmotivated teenagers to postpone parenthood at least until they have completed high school requires providing attractive educational and occupational alternatives.

Kristin A. Moore is a social psychologist with the research program on Women and Family Policy at The Urban Institute, Washington, D.C. Dr. Moore has conducted numerous studies on the causes and consequences of teenage and out-of-wedlock childbearing. Most recently she has been working on a two-year study for the National Institutes of Health on social and economic consequences of women's age at first childbirth. Recent papers she has worked on include: "The Impact of an Early First Birth on Young Women's Educational Attainment," "Age at First Birth and Later Economic Well-Being," and "Age at First Childbirth: Situation or Socialization?"

CHAPTER III

PARTNERS IN THE SCHOOL-TO-WORK TRANSITION: YOUTH THEMSELVES

Youth can facilitate each other's progress in the school-to-work transition and in the movement to non-traditional areas of employment, and they can impede each other's progress. Use of peer aides has proved a valuable technique in training programs, as Hylan Lewis described in his presentation, but peer pressure can also prove an insurmountable barrier to women entering non-traditional employment. Both same-sex peer pressure and cross-sex peer pressure can discourage women from planning careers, particularly non-traditional careers. Thus, both males and females should receive education early, before they become self-conscious about being men and women, about women and non-traditional employment.

Young women want to learn, to work, and have control over their lives. To achieve that control, though, they need institutional supports such as encouraging counseling and quality child care. Schools, private employers, government employers and families must work together to offer young women the education, training and employment they need. Families must not be forgotten or ignored because they (especially mothers) are one of the primary influences on the career choices of young women.

Minority women face multiple handicaps in the school-to-work transition and their case warrants special consideration. In his presentation, Hylan Lewis described a demonstration experiment intended to enhance the employment opportunities of young, black women in New York City. The Minority Panel discussion highlights many of the special problems faced by minority women. The final section of this chapter summarizes the points raised by the Youth Panel.

Employment for Disadvantaged Young Women[1]

Hylan Lewis

This presentation has two specific aims: 1) to share some observations about the concept of youth itself; and 2) to present findings from recent demonstration work experiments with unemployed young black women in New York City. The findings of this study bear directly on the nature of the intricate linkage between work and school which is a dominant theme of this conference.

The transition between adolescence and adulthood is tied to how societies organize work behavior and run their schools. Conceptually, the process of education and work is an interactive one. There should not be an adversary relationship between school and work; rather, there should be a clear recognition of the interaction between the two. There is a corollary here and that is that the work situation and the school in recent times have figured prominently in the emergence of a new concept, the concept of minority youth and the perception that minority youth are a category made up disproportionately of victims and losers.

Youth itself is an identifiable phase with its first and primary meaning for mainstream, socially mobile America. This developmental phase is seen by some as the product of expansion of higher education in the post-war period. Three out of four persons now finish high school, and six out of ten persons go on to do some post-secondary work. For these reasons, then, youth develops as a kind of third childhood to be added to adolescence for many. Kenneth Kenniston has described this state as both a phase of disengagement from society and a period of psychological development that intervenes between adolescence and adulthood. This stage, which continues into the twenties and sometimes into the thirties, provides opportunities for intellectual, emotional and moral development that were never afforded to any other large group in history.

This concept of youth, the opportunity for development, has to be qualified when thinking about minority youth. Two obvious points must be made explicit. First, the period between adolescence and adulthood is a

[1] Summary of Hylan Lewis's presentation at the conference.

significantly different social experience for large portions of poor youth of racial and ethnic minorities. Second, minority youth of the inner city tend to be uneasily perceived by others in significantly different ways. Often, minority youth are perceived as flawed, and as threats. The different experiences, perceptions and definitions of minority youth have a great deal to do with the organization and functioning of the job market, the schools and their peer groups. People who are interested in the problems of youth need to look at whether or not work, school and peer groups can make positive differences in the transition from adolescence to adulthood for the poor and minorities.

The statistics on youth unemployment, about 40 percent for minority females typically, are familiar to all of us. These statistics do not provide us with the complete picture and meaning of the lack of jobs for young people, for their families and for society. The gravity of the youth unemployment problem and its social consequences are underestimated. One of the consequences of the lack of jobs is the acceleration of the pace at which black teenagers are leaving the labor force, seeking alternative ways of subsisting, some of which are anti-social, many of which are exercises in self-destruction and despair. In the words of one person, those that leave the labor force in disgust, convinced that they cannot find jobs, have broken loose from their environment or been cast off by it. In a certain sense those who make various kinds of hustling and criminal activity a way of life ought perhaps to be thought of as working people--street entrepreneurs operating in their own underground U.S.A. In ways outside the legitimate structures, these individuals may practice callings which require significant skills and commitment even though they may not appear with statistics of employment or unemployment or demand high literacy in their tasks.

Another important dimension of the situation has to do with the fact that minority teenagers figure significantly as wage earners in approximately one in five low-income black families with more than one wage earner, and in two out of three families with female heads. Thus, work may be a matter of survival for minority teenagers as well as a potentially useful socialization experience.

The establishment of the Job Corps program through the Economic Opportunity Act of 1964 indicates an official recognition of the school/work connection for disadvantaged youth and the importance of the job as an aid to full participation in modern urban societies.

Another important fact is that entry into the labor force, the quality of the work performance and the returns are linked to the amount of education an individual receives. The goals of a comprehensive program entitled "the Neighborhood Youth Corps" include three distinct but related programs: 1) a full-time program for high school dropouts; 2) a part-time job/school program; and 3) a summer employment program. These programs seek to increase the employment of youth, to increase earnings through training, to provide work experience and incentives to stay in school and work, to reduce teenage crime, and to redistribute income to the poor. They emphasize skills training, supportive services and remedial education rather than work experience. The focus recognizes that if the target youth are going to succeed in the labor market they need educational skills as well as job training and improved attitudes toward work.

The complex objectives of the Youth Employment Demonstration Projects Act of 1977 are consistent with the aims of earlier programs focused on the school/work transition. They include serving a range of target groups, including in-school summer youth, out-of-school youth, and the economically disadvantaged as well as the non-disadvantaged. As manpower becomes institutionalized as a regular component of local government as well as national policy, the programs for youth and especially minority disadvantaged youth reflect new and important initiatives dealing not only with the tough challenges of the economy and the labor market, but also the challenges of the contemporary school.

An important manpower fact is that the school systems have grown large and inefficient and are failing to provide education, especially for large proportions of the ethnic and racial minority youth in our cities. An estimated one in eight of the 17-year-olds now in school are functionally illiterate. Census figures indicate, furthermore, that five times as many blacks as whites are illiterate. The AFL-CIO estimates that by the 1980's and 1990's,

anyone who does not have at least a 12th-grade reading, writing and calculating level will be totally lost.

An optimistic development in the work/school situation is the indication of increasing cooperation between representatives of business, for example, the Economic Development Council in New York, and professional and civic groups, including the Teachers Union and the National Urban Coalition which are beginning to get together in organized efforts to improve the ability of the schools to teach basic skills. There are also indications that industries are providing remedial work and tutorial assistance as a means of assuring and sustaining an efficient labor force, making sure that we do not lose or continue to lose more generations of young people to the underground and wastelands.

The demonstration experiment with which I have been involved looks at the influence of peer groups as manpower resources in improving employment possibilities for a group of black female teenagers in New York City. The purpose of this project was to demonstrate the effectiveness of the peer group as part of an intervention strategy designed to improve the labor market behavior and orientation of young black women. The project was an 18-month demonstration experiment carried out by the Metropolitan Applied Research Center in cooperation with the North Side Center for Child Development under the direction of Dr. Mamie Clark.

The project recruited between 100 and 120 unemployed female adolescents. Sets of experimental and control groups of approximately 50 young women each were formed. Changes in job behavior and labor market orientation were measured. The experimental and control groups were comparable in terms of school status, number of children that each woman had, welfare, and employment status. About one-third of the women involved in the experimental group attended all scheduled activities and more than one-half attended half of the activities. The program occurred during a recessionary period, and planners found that they had to provide more direct assistance in obtaining jobs than they originally planned. Planners also found that the young women required a great deal of remedial assistance in basic skills of reading, writing and arithmetic.

The demonstration involved three kinds of intervention: 1) peer aides who served as models, 2) efforts in job-hunting, and 3) tutoring. The intervention was designed to influence three types of behavior of young women: 1) job-seeking behavior and employment, 2) school behavior and educational plans, and 3) work behavior and attitudes towards jobs, job opportunities and careers.

An important finding was that a large number of women in the experiment, those who were attending school, were already thinking in terms of middle-class careers; these women were not yet showing signs of despair and giving up. Seven out of ten women in the in-school group and three out of four in the in-school control group had rather high occupational goals. Only in the out-of-school group were job aspirations more modest. Young women who were both out of school and had not sought work most often gave negative answers about their futures. The program was successful in helping young women to obtain employment. Only one in three individuals in the control group, in contrast to nine out of ten in the study experimental group, held jobs.

One of the important effects of the project, attributable largely to the influence of the peer aides, was the impact of improving the accuracy of young women's perceptions of the significance of education and the realities of the job market.

For the in-school women, since they tended to be relatively optimistic about their future prospects and were achievement-oriented at the outset, the program served to enhance and reinforce their ambitions and self-perceptions, to encourage them, and to provide information. The program enabled the out-of-school women to become more realistic in their job aspirations. A striking finding is the fact that out-of-school young women were encouraged to return to school as a consequence of or in relation to the program, and this was partly related to the increase in their optimism about the possibility of jobs in the future.

If disadvantaged women are to work, they need institutional supports to enhance their self-esteem, motivation and likelihood of finding employment. It should be possible to improve school programs to prepare young people with more effective labor market orientations and behavior.

Hylan Lewis is Professor of Sociology, Graduate Center, and Professor Emeritus of Sociology, Brooklyn College, City University of New York. Dr. Lewis is an eminent scholar, known for his work in the field of Negro families, culture, and poverty. He has done many outstanding studies of disadvantaged persons, including the unique Metropolitan Applied Research Center work on black teen-aged girls in New York City, which followed the effects on these urban girls of intensive job preparation.

The Minority Panel

Reports from Peter Fong (Chinese American), Georgia Lonet ee (Native American), and Margarita Melville (Mexican American) highlighted the similar and serious problems faced by minority women in our society, problems they encounter because they are women, because they belong to minority groups and because they are poor. In a society where there continues to be a widespread assumption [illegible] superwomen can handle careers and where minorities by definitio[illegible] considered super, a minority woman does not have a chanc[illegible] not only fail to receive encouragement in school, th[illegible] to give up their aspirations for further education a[illegible]

[illegible]ly receive lower wages than any other group in socie[illegible], usual[illegible], must support, or at least help to support, families on their low incomes. Minority women often bear children when they are young because they are expected to and because they have no attractive, alternative opportunities.

Minority parents do not have the type of resources, education or breadth of experiences that would allow them to counsel their daughters to more successful life styles. The work that minority daughters see their mothers doing is unskilled, low-paying work.

Chinese Americans and Mexican Americans often must confront the added barriers of a strange language and of not being citizens.

Finally, the cultural conditioning with which minorities are raised does not include training in that individual assertiveness that has become necessary for survival in our society, certainly necessary for success. As a matter of fact, given the emphasis throughout the conference on collective action, persons raised within the dominant culture undoubtedly have important lessons in cooperation to learn from minority groups.

The Youth Panel

A variety of ages and ethnic and socioeconomic background were represented on the Youth Panel. Jeffrey Cooper, Diane Ortiz, Michael Cheeks, Cindy Cortez, Jeanine Bourgeois and Kimchi Ha commented on the school-to-work transition from their perspective as students and young people. They described a need for informed career counseling as early as elementary school as well as a frustration that much of the counseling they have received is uninformed, although counseling in schools serving affluent students may be satisfactory. They pointed out that effective links between schools, government programs, religious groups, private industry and families might improve the counseling, training and employment available to youth. They said that the people who have the greatest influence on their career plans are friends, siblings and parents, especially mothers.

The youth feel that it is important that youth be allowed responsibility, independence and control over their lives. They argued that appointment of a few token youth to a committee overseeing a youth program is futile, especially when the youth's comments are ignored.

CHAPTER IV

PARTNERS IN THE SCHOOL-TO-WORK TRANSITION: EDUCATORS

Institutions must change if the problems young women face in the school-to-work transition are to be alleviated and if young women are to move into non-traditional employment. Fundamental changes are required in the educational community, for example; however, the schools cannot change alone, and even if they could were modifications limited to the educational community, young women's employment problems would not be solved.

Schools today fail to prepare young people for work in part by not training them in the basic skills and by not building their self-esteem. Furthermore, schools do not provide young people, particularly women, with enough information to make sound career decisions. Young women must be informed about a wide range of employment options including non-traditional possibilities, and they must be informed as early as elementary school. Women also must be forced to face the eventuality of work. In addition, school staff and curricula need to be purged of stereotypes that handicap women and minorities. There needs to be a general consciousness-raising of educators, girls, women, boys, men and the community concerning the role of women as workers in our society, concerning their ability to perform "men's" jobs, and with respect to the equal value of all types of work. All institutions will have to work together to accomplish such comprehensive societal changes. Employers must hire the women whom schools graduate. Employment programs and employers will have to train young people in the basics and bolster their self-esteem until the schools become more effective.

The perspectives of the educators at the conference ranged from research to advocacy. In her presentation, Roslyn Kane presented fascinating and in some respects startling research findings about the occupational counseling received by vocational education women students. Mary Ellen Verheyden-

Hilliard urged everyone to gear their efforts to assisting girls to become independent adult human persons. Robert Green presented a discouraging description of the inefficacy of the public schools and urged employment programs and employers to offer a hand to the young people whom the schools have failed. Yvonne Ewell seemed to speak for everyone when she told women and minorities to claim the equality which is theirs for the claiming, and with that equality to tackle institutions and make of society a collective, cooperative enterprise. General discussion highlighted the individuality of women and the fallacy of the concept of "Super Woman."

The Occupational Choices of Young Women as Affected by Schools and Parents[1]

Roslyn D. Kane

Introduction

This paper is based on recent research conducted by Rj Associates.[2] The focus of the research was to determine the factors which influence women to enter non-traditional training and how they differ from those which influence women to enter traditional training. Our findings are based on data from women in non-traditional, mixed and traditional occupational training at area vocational technical schools nationally.[3]

The Choice Between Vocational and Academic Education

Women vocational students are obviously being influenced by the value placed on an academic program in high school. Teachers and counselors often influence women toward academic goals, and parents who have themselves attended college are likely to exercise a major influence on women students encouraging them to academic pursuits. If a student accepts any vocational education program, it is tantamount to admitting that she does not have "the capacity" to do academic work. Approximately 30 percent of all high school vocational students in the sample (60 percent of those whose parents have had some college education) indicated that they planned to attend a post-secondary academic program, while only 16 percent planned a post-secondary vocational technical program. Ironically, women with academic plans were more interested in their area of vocational education than women planning to work

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[1]This is a summary of "Occupational Choice: Do Traditional and Non-Traditional Women Differ?" prepared by Roslyn D. Kane and Pamela Frazee for the conference.

[2]Rj Associates, Inc. "Women in Non-Traditional Training in Secondary Vocational Education" (April 1978) and "Factors Influencing the Participation of Women in Non-Traditional Occupations in Postsecondary Area Vocational Training Schools" (November 1976), and "Problems of Women in Apprenticeship." All data quoted refer to secondary schools unless otherwise noted.

[3]Non-traditional vocational training is defined as vocational programs in which 0-25.0 percent of the enrollees nationally are women. The training is considered "mixed" if 25.1-75.0 percent of the enrollees nationally are women and "traditional" if 75.1-100 percent of the enrollees nationally are women.

or enter post-secondary vocational training. Many women "flounder around" in various post-secondary academic programs trying to decide what they want to do and eventually enroll in a post-secondary vocational program. This indicates that young persons are being unnecessarily channeled into academic programs.

Data from studies of post-secondary vocational education indicate that secondary school vocational women are not the only group subject to this flux and indecision who waiver between vocational and educational pursuits. In a post-secondary study, 37 percent of the non-traditional vocational sample were women who had been college preparatory students in high school; of the 19 percent of the post-secondary students who were in non-traditional vocational programs, only 6 percent had been in non-traditional training in high school. In a study of women in apprenticeship, 53 percent of the apprentices studied were also college preparatory and only 3 percent had been in vocational education. Yet, almost all complained of the difficulty their absence of technical programs caused them. This suggests that the mismatch of students between vocational and academic programs contributes to a substantial time waste for women. Much of this could be avoided if women students had the opportunity for broader exposure to occupations at the high school level so that their occupational decisions would have more relevancy to their future careers.

The Choice Between Traditional and Non-Traditional Vocational Education

Reasons for choosing non-traditional, mixed, or traditional vocational education programs differed between the women in each of the three categories of programs, but did not differ between women grouped by sociodemographic characteristics. The factors affecting choices between vocational education programs were interest, ability, and earnings.

Interest is the single most powerful motivating force influencing women in their selection of vocational training; it is also the factor which was most closely related to "successful" vocational choice. Three-quarters of the traditional and non-traditional women and two-thirds of the mixed women indicated that it was very important to their selection of training. Among

the women who plan to work, the group with high interest motivation were those who plan to work in the area in which they are training; this is particularly true of white women and women from higher income households.

Ability in the occupational area is the second strongest motivational factor for students' selection of vocational training. Half of all non-traditional and mixed women are motivated by ability, and an even larger percentage (60 percent) of traditional women were so motivated. The group most often influenced by ability are traditional women planning to pursue an academic career.

Earnings have been considered a critical factor in motivating women to enter non-traditional occupations. This commonly held assumption was also expressed by educational personnel who considered earnings a major factor influencing the decisions of non-traditional students. Student responses, however, showed that earnings was not as important a factor for non-traditional women as it was for traditional and particularly for mixed women. However, low-income and particularly black women across the board, considered earnings a more important factor in their choice of occupational training programs than did more affluent or white women.

There are two primary considerations if women are to choose non-traditional vocational education--exposure and support. If women only consider traditional occupations, they will not select any occupations save those that are traditional. Students apparently still make their occupational choices largely among those occupations in which persons they know are presently employed. Women must receive accurate occupational information in order to choose rationally among their career opportunities rather than narrowly from among their familiar stereotypes. Secondary school women do not obtain adequate information, nor are most of them being exposed to enough areas to stimulate their interest early enough so that they may then test out and discover whether they have any ability in the areas in which they have an interest. Interest must be stimulated much earlier in the school career, prior to high school. With sufficient knowledge, women would start being able to follow through rationally on their decisions.

In making the choice between traditional and non-traditional vocational education programs, women face strong stereotypes and a variety of societal expectations. Thus, women in non-traditional vocational education programs need considerable support to prevent such stereotypes from making them question their ability to succeed in their chosen traditionally male field. Black women may need special support to bolster their self-confidence.

The Choice Between Counseling Techniques

The counseling techniques which receive the most emphasis and widespread use in the schools are those which the students seem to find least satisfactory. The data indicate:

1. There was considerable agreement among women in non-traditional, mixed, and traditional vocational training as to which counseling techniques are useful and which are not useful to students in their career decision-making.

2. Career education, career orientation, and job site visitation were the counseling techniques that were positively received by all three groups.

3. Educational personnel did not consider any counseling techniques not useful; and all of them considered individual counseling the most useful. On the other hand, from 25 percent to more than 75 percent of non-traditional vocational students found each system not useful.

4. Less than 27 percent of the participants considered individual counseling, vocational testing, or group counseling of value in their career decision-making. Although individual counseling followed by vocational testing was available to most women, and three-quarters of the women participated in individual counseling and half in vocational testing, these techniques were only about half as influential as career education, career orientation or job site visits.

5. Although no group held vocational testing in high regard, women's responses indicate that it was more influential on traditional than on non-traditional women, which seems to confirm that women students reject vocational testing because of its sex bias.

6. Group counseling was not viewed by students as favorably as other evaluations of its utility.

7. Both educational personnel and students considered job site visitation very useful. Considering the high student estimation of value and the inexpensiveness of the technique once it is organized, an expansion of its availability beyond its presence in only 32 percent of the schools seems warranted.

8. Educational personnel indicated that their school system did not use prepackaged materials, although half were in favor of in-service training. The counselors recommended training for teachers, and teachers felt it would be particularly valuable for the counselors, but both felt their schools would not accept such training.

Considering the absence of support for individual counseling as expressed by the students, the positive response of all women students, particularly non-traditional women, to career education (as well as to career orientation and job site visitations) is an important finding. Career education, career orientation, and job site visitations each offer a real involvement of the student in the decision-making. Each provides the student with information or actual experiences requiring that she draw her own conclusions. Women vocational students were apparently less likely to be influenced by ideas imposed on them by others.

Educational personnel have a great opportunity to impact the career decision-making of students, yet data indicate that they are not. Although women in traditional training were more influenced by educational personnel than women in non-traditional training, 50 percent of those in traditional training indicated that neither a high school teacher nor counselor was influential in their selection of training.

Parents are the most influential group on non-traditional students, but, by and large, unless they have specific relevant information, the parents' role is likely to be that of supporting and encouraging students rather than assisting them in their career decision-making. Parents' lack of a broad base of occupational information may limit their ability to advise their daughters constructively. Programs designed to assist women in occupational decision-making should include parental involvement since parents have the

potential to have a significant positive influence on non-traditional students' decision-making. Parental involvement should be sought when daughters are as young as possible because the earlier in the decision-making process that the parents are informed, the more helpful they can be.

Employment of women in related occupations simultaneous to their vocational training can be an extremely important factor in improving their education and training. Such experiences are useful in improving their skills, easing their transition from school to work, and for non-traditional women, increasing their confidence in their ability to perform "a man's job, in a man's world." For these reasons, job development for placement in training related areas is an important service that some schools provide. Unfortunately, it has benefited proportionately more traditional than non-traditional women.

Problems and Difficulties in the Classroom

Sixty-five percent of all non-traditional women had problems in their classes, and of those, 58 percent had two or more problems. Individual problems that cause difficulty to non-traditional women were more likely to be related to the men in their class than to their teachers. Those causing difficulty most often were: men had difficulty adjusting to women (the single largest problem), men are better prepared, and teachers expect more of women. The number of women in the class is a critical factor affecting the number of problems young women experience. Women in classes with three or fewer women classmates have more problems, and more such women have multiple problems. More women in classes with six or more women classmates have no problems, and fewer have multiple problems. Black women and low-income women have more problems than other women.

Responsibility for maintaining a positive working atmosphere in the classroom rests with the teacher and teachers clearly either have not been able to control the harassment in the classroom, or have not invested enough effort in its control.

Solving the problem of harassment will require the investment of effort, thought and creative solutions to the problem. The problem seems to be surfacing everywhere and will require a body of knowledge to combat it. All successful approaches should be disseminated so that teachers and work supervisors can be informed about how they can best deal with the problem.

Boys know from the time that they are children that when they grow up they will work. This is internalized very early, and all experiences are tested against this goal. Many women may as children never have considered work as anything other than a "filler" for the time between their leaving high school (or college) until they marry, have children, and settle down to their life career as wife and mother. Women can and must be prepared for the eventuality of work. This not only will make them more productive and provide them with more benefits from their work (satisfaction, higher monetary return) but will also reduce the waste of time and energy it takes for a women to begin this preparation after high school, often when she already has family and job responsibilities.

Roslyn Kane is president of Rj Associates, Inc., an institute for women's concerns, and is nationally known for her studies of factors affecting vocational choice among secondary school women as well as other aspects of the female population. She is the author of books, manuals, articles and pamphlets on community organizing, training, manpower planning, health and youth, and has long been involved in research and programs related to women and minorities, non-traditional jobs, vocational choices and equal employment opportunity.

Assisting the School-to-Work Transition for Young Women: Who Needs the Counseling?[1]

Mary Ellen Verheyden-Hilliard

The kind of transition which a young women makes from school to work is not determined in the spring of her senior year or through some short-range planning beginning in the junior year. That transition from school to work, its smoothness, its effectiveness, its development into a job with a future to it will, in large measure, be determined by how she is counseled and trained in all the years that went before.

The school-to-work transition will be affected by how much affirmative effort we did or did not put into raising her awareness concerning why financial independence is important for her to maintain.

Why Is It So Hard to Counsel Girls to Financial Independence?

Somehow we have a hard time encouraging girls in elementary and junior high school, and even in senior high, to plan for life-long financial independence in a job that has a future to it. When girls get into high school, we get nervous about what we see looming ahead for most of them--and what we see looming is nothing--so we begin to discuss "something to fall back on." Or if she is already one of this year's 1,000,000 pregnant teenagers, we tend to wring our hands and discuss "back-up support measures."

But to come right out and say to a girl from the day she sets foot in kindergarten--"Listen, plan to be responsible for your life" and back up that statement with chapter and verse of why she should be financially responsible for her life seems to be beyond the capability of most people to do. Somehow, it seems almost subversive to educate girls for financial independency.

The Cinderella Syndrome

Probably the reason it is so difficult to educate a girl for independence is because we all suffer from the Cinderella Syndrome, the belief that every girl when she leaves school at whatever age--high school dropout, high school

[1] This is a summary of a paper by the same name prepared by Mary Ellen Verheyden-Hilliard for the conference.

graduate, college graduate, or Ph.D.--is only going to work for a little while until she is discovered by the Prince and carried off to live in the castle (or the apartment as the case may be) where she will be kept busy taking care of the princes and the princesses and she will never need to work or want to work outside the home again. And she and the Prince will live happily ever after, until they are both 100 years old, at which time they will both die on the same day.

We have all heard the statistics as to why educating girls through 10 years of public school without disabusing them of the Cinderella myth is cavalier at best and cruel at worst. The trends are reported in every newspaper every week:

- Fifty percent of the American labor force is now made up of women.
- The divorce rate is up 127 percent since 1960 and rising.
- Only one out of five women in divided families receives child support from the fathers.
- Two-thirds of all the old people who are poor are women.

Yet it seems we studiously ignore these facts until it is too late. We not only don't inform our Cinderellas, we often actively encourage them to plan for a life of dependency which will have disasterous results.

Who Needs the Counseling?

To the question "Who Needs the Counseling?" if young women are to make an effective school-to-work transition, one must answer: Practically everybody. Parents, teachers, counselors, school administrators, the girls and young women themselves, their male peers, and the business community all need assistance in recognizing why girls and young women must be seen as potential adult human persons.

Research indicates that although it may be unconscious and non-malicious, counselors do discriminate in their advice to young women and to young men. For example, in a recent study counselors were given a "biography" of different students which indicated sex, a racial identification, information about abilities, interests, attitudes and I.Q. ratings. The study asked counselors to set out an education program with suggestions for career

counseling based on what the biographies revealed. The information collected revealed that white males were counseled toward a higher career than were minority women and men, or non-minority women who had the same IQ interests and abilities.

Although biased counseling is a reflection of attitudes in all of education and in society in general, it is also a violation of Title IX of the Education Amendments of 1972 because Title IX says in Section 86.36 that you may not counsel differently on the basis of sex. Furthermore, in Section 86.7 Title IX says you may not be excused from complying just because the present status of the job market may provide fewer opportunities for one sex or the other in certain jobs.

Another thread running through the research is that boys and men are less willing than girls and women for women to break out of the stereotypes. The research indicates that boys are less willing than girls for women to have more prestigious jobs, less willing for women to take more part in the important work of the world, and unwilling to do much, if anything, to help women achieve their goals. One survey of Ivy League schools asked unmarried men if they would be willing to change their role "in any way" to help a future wife with her career. Less than 7 percent said they would be willing to change their role "in any way."

Parents, too, have different expectations for their daughters than for their sons. For example, parents with sons interested in science support that interest with toys, books and games. Other research indicates that very few parents noticed when their daughters showed an early interest in math or science. So the socialization begins early as girls learn what brings them rewards and what is ignored.

Business people also need counseling if they are to help young women become independent. For example, those who think training a young woman is a waste of time because she is going to quit and get married are engaging in sex bias, sex stereotyping, and sex discrimination and they need new information about the role of women in the work force. They may also need assistance in working through their own traditional attitudes about the "place" of women.

As it interacts with the business community, a school must also be aware of Title IX responsibilities. A school cannot cooperate in any kind of outside program, work/study, youth program, placement, whatever, if that program is

placing people on the basis of sex or is working with employers who hire on the basis of sex. Title IX says that any institution or agency receiving Federal financial assistance may not discriminate on the basis of sex or assist others to discriminate on the basis of sex.

An Affirmative Action Childhood

In addition to the counseling necessary to change the attitudes and the behaviors of all those significant others who interact with girls and young women, we must of course work with the girls and the young women themselves.

Girls need an Affirmative Action Childhood to counteract external pressures and to begin to change their view of what their lives can be. They need lots of on-going talk and discussion about changing women's roles, about themselves as persons of importance, worth and dignity who can be independent people. They need lots of affirmative career and vocational programs. They need an educational program which recognizes the need for independence. They need support from their parents and teachers and counselors. And, where necessary, they need support to deal with the negative reactions of their parents, teachers, counselors, and boys.

Girls need affirmation from the day they set foot in kindergarten that it is all right for a girl to aspire to everything and that it is essential to plan to be an independent woman. Work plans should not be a patch that we rush to sew on a girl's life when she is a senior in high school. Such patchwork, however pretty and decorative, is not going to be as strong as if we had woven the design into the fabric of her life.

My experience tells me that there are a lot of good people out there who simply don't realize what they are doing to girls, and what the terrible long-range human cost will be. Until that situation has changed, the answer to the question "Who Needs the Counseling?" will remain unchanged: Practically everybody.

Mary Ellen Verheyden-Hilliard is President of Verheyden Associates, a women-owned consulting firm concerned primarily with training and research to reduce sex-role stereotyping in education. She is the former director of the SEGO (Sex Equality in Guidance Opportunities) project which was funded by the Office of Education to provide technical assistance to elementary and secondary school counselors to recognize and change sex role stereotyping. She is presently working on another Office of Education funded project called "Open Door" for which she is preparing nonsexist materials for vocational educators. Ms. Verheyden-Hilliard has just published a 12-booklet package called "Cracking the Glass Slipper," which is a training package for monitoring local schools for compliance with Title IX. This project was funded by the Rockefeller Family Fund.

Problems in the Education of Women and Minorities[1]

Robert Green

The effects of sex and race discrimination have been well documented by volumes of statistics. No one can doubt the fact that women and minorities suffer from lower wages and higher rates of unemployment than males from the dominant culture. The groups of permanently unemployed are predominantly members of racial minorities; black women, according to the National Urban League, are receiving the brunt of the continuing recession. Jobless black female heads of households number far more today than they did at the height of the 1975 recession.[2] While it is true that more minorities and women are climbing career ladders and making names for themselves, at the same time there are more who are stuck at the bottom rungs. These individuals should be the focus of our concern as we consider the status of young women and employment.

Even if we can overcome job discrimination based on sex and race, however, young men and women who lack a quality education will still not be able to compete effectively. Individuals who cannot read and write are ill-prepared for a world in which the market for purely physical labor is on the decline. Today, unskilled workers do not necessarily prosper when unemployment figures decline.

Allowing young people to attempt to enter the labor market without the mastery of basic skills has more serious consequences now than ever before. Presently, there are large numbers of women heading households of both single- and two-parent families. When lack of adequate educational preparation consigns them to low-paying jobs with no opportunity for upward mobility, the cycle of poverty is perpetuated and a new generation of children will begin life among the ranks of society's neglected. In order to break out of the pattern of poverty-level existence, individuals must be provided with tools to help them to compete in the job market. Unless we admit to the cynical position that education should be withheld in order to assure a pool of

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[1]This is a summary of Robert Green's dinner address.

[2]The State of Black America, 1978 (Washington, D.C.: The National Urban League, 1978).

ignorant menial laborers, Americans must take necessary steps to prepare all young people with the basic educational tools for advancement.

Unfortunately, schools and society must accept responsibility for failing to provide many young people with the basic skills of reading, writing and arithmetic. Schools at one time placed little importance on formal education for blacks. The apparent reasoning was that menial laborers do not need tools for sophisticated learning. The same logic has often been applied to women. In order to function as household workers, performing such services as cooking, cleaning, washing, and ironing, women were judged to need little, if any, academic training. Women, racial minorities, ethnic minorities, and people of low-income backgrounds have a common heritage: they are not expected to develop their potential as human beings, and they are surrounded by barriers which prevent their doing so.

Even when minorities and women are provided with formal education, an insidious process of social allocation of young people takes place constantly in public schools. One subtle form of allocation takes place when teachers make biased decisions about the learning capabilities of their students. Psychologist Michael Palardy tested the common assumption among elementary school teachers that girls can learn to read more quickly than boys.[3] Palardy screened 63 first-grade teachers, found 5 who believed that boys could learn to read as easily as girls, and matched them with 5 who believed the myth. Palardy found that in classes where teachers believed that boys would be slow, the boys had more reading difficulty. In classes where teachers were nonbelievers, boys and girls achieved equally well. Boys in the believers' classrooms seemed to be the victims of sex bias.

During the high school years bias in school settings more commonly operates in ways which limit achievement by females. Research shows, for instance, that elementary school girls perform equally well with boys in all school tasks and have equal confidence in their own ability. Yet when girls reach high school, they generally achieve less than boys in math and related science subjects.[4]

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[3]Robert Rosenthal, "The Pygmalion Effect Lives," Psychology Today, September, 1973.

[4]Sheila Tobias, "Why Is a Smart Girl Like You Counting on Your Fingers?" Ms., September, 1976.

Furthermore, the girls tend to believe in the superiority of boys in these areas. It is almost as if young women have been programmed to assume their background roles as they enter high school.

The problem of math anxiety among women is a documented example of this phenomenon. Math anxiety, or mathaphobia, is a psychological block which renders people helpless in the face of tasks requiring mathematics skills. This psychological problem has severe repercussions for those who suffer from it. Young people going to college are precluded from entering disciplines that require competency in mathematics. Individuals in the work world are denied access to jobs that require working with figures. Persons with math anxiety severely limit their employability since the growing sectors of our economy do not offer jobs on the assembly line, but rather offer jobs requiring technical training based on math-related skills.

Another type of social allocation takes place when aptitude tests are used to label students and to place them in special classes. My experience with standardized aptitude tests has led me to have very little confidence in their validity as a basis for this kind of labeling procedure.[5] For example, in a southern school district, the majority of the black students were placed in programs for the mentally retarded following the administration of a series of standardized aptitude tests. There were about 200 Spanish-speaking students in that county, and the majority of them were also put in programs for the mentally retarded. The maintenance of segregation seems to take priority over moving forward to correct the gross inequities in educational opportunity for minorities.

In addition to providing their students with basic skills, schools should help to foster the building of self-esteem on the part of children of all races, both sexes, and all backgrounds during their schooling experience. Students who have been labeled mentally retarded on the basis of culture-bound testing programs have a heavy burden to bear. Their self-esteem takes a severe beating every day they come to school. Students who have not been officially labeled but who recognize that they are educationally handicapped are also bound to feel insecure about themselves. Poorly educated female students, socialized to accept poor achievement, can lose all incentive for academic

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[5]Robert L. Green, The Urban Challenge--Poverty and Race (Chicago: Follett Publishing Company, 1977).

goals. Some under-achieving students give up entirely and drop out. Others may display disruptive behavior to show their defiance of a system which degrades them. Still others develop strategies for bluffing, pretending they can read in order to save face. The remedy for these escapist maneuvers is to make sure that students acquire the basic skills early in their schooling career, and be supportive of students throughout their school years.

The need for women to be self-reliant is essential in this nation. While much of the responsibility for embedding a positive self-concept lies in the home, there must be cooperation from the rest of society. Even the most sensitive and aware parents who desire to prepare their daughters for an independent existence must fight the current of popular thought. There are parents who agonize over the fact that they send self-reliant, highly motivated girls to school, only to see them return home ever more passive, ever more headed for the future that was mapped out for them by tradition.

We must stop assuming that some students can't learn and instead expect that all are capable of attaining competency in the tools of literacy. Benjamin Bloom wrote: "What any person can learn almost all persons can learn, if provided appropriate prior conditions of learning."[6] I agree with Benjamin Bloom that young people can learn if they are given the right kind of opportunity.

A member of the faculty of the College of Urban Development, Dr. Wilbur Brookover, has conducted research indicating that children of all races, both sexes, and various income backgrounds can learn if the teachers are prepared to teach.[7] Dr. Brookover has identified factors that seem to characterize schools that foster achievement--factors which are independent of the family background of students. The most important item is that administrators must send the message to their teachers that they believe all children can learn and their school <u>will</u> teach them.

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[6]Benjamin Bloom, <u>Human Characteristics and School Learning</u> (New York: McGraw Hill Company, 1976).

[7]Wilbur Brookover et al., <u>Schools Can Make a Difference</u> (East Lansing, Michigan: College of Urban Development, 1977).

Students lacking the basic skills are handicapped, just as individuals with other kinds of deficiencies are handicapped. Yet the real tragedy is that this educational handicap could have been avoided. The waste of human potential is a scar on our society. Twelve years of schooling may have kept young people off the street, but they will end up there anyway if they have not learned the fundamentals necessary for successfully competing in the market place.

If we can teach with the knowledge that all students can acquire the basic skills and if we can reinforce students' self-esteem, a wide array of people will begin to walk through the doors that have been officially opened through the civil rights struggle. I believe that young women will take their rightful places in all areas of our common life, and the transition from school to work will be a rite of passage to a peaceful, productive life.

Robert Green is Dean of the College of Urban Development at Michigan State University. He has written a number of articles on school desegregation and urban problems that affect education. Dr. Green served as leader of a Rockefeller Foundation funded research team on school desegregation, and has testified as an expert witness in 13 court cases on school desegregation. He also serves as a consultant on school desegregation and on bias in current methods of testing and assessing students. His latest book, The Urban Challenge--Poverty and Race, was published by Follett in 1977.

Viable Alternatives to Traditional Education for Minorities and Women[1]

Yvonne Ewell

Equality is available to those who perceive that it is available; consequently, the first step to guaranteeing equality for people is to make certain that everyone's self image includes equality. Women must cease to function as inferior and must cease to socialize their daughters as inferior and their sons as superior. Once women and minorities have convinced themselves of their equality, they will be able to move against institutions.

Institutional change is necessary. The "blame the victim" syndrome, that is, the tendency to place the burden for change on the individual, is all too prevalent. Without institutional change, the only possible action is to prepare people to cope with the situation as it is. Women who understand what institutions are about must move into positions of power because that's where the institutions are changed.

Myths about women and minorities must be dispelled because they protect institutions while they punish individuals. Individuals who are members of minority groups are not all alike, and individual women are not all alike. Stereotypes create images which constrain individuals, and from which only a few escape. Blacks and women need new images, new role models. The school's role as socializer of the young is very important. Schools are in need of at least four substantial changes. First, schools must be staffed with people who are free of the traditional myths about women and minorities. Such a requirement of staff necessitates staff training and development. Second, the curriculum must be purged of the myths about women and minorities. People will not be socialized into a system that declares them second-class citizens. Students today must ignore half of what they are taught to maintain any self-esteem. Third, schools must do their job of teaching students the basic skills of reading, writing and arithmetic. The ability to read continues to be the best career education. Finally, students must be taught that when they go to work, they are operating on a turf that has been defined

[1]This is a summary of Yvonne Ewell's comments at the conference.

essentially by white males. There must be some conforming and there must be some conscious efforts to change. Effective change of a system must be predicated by understanding of the system and ability to work within and through it. For this reason, students of any sex and ethnic background must learn the appropriate dress, appearance, mannerisms and life styles: the dialect, the handshake, the eye-staring.

If equality is to be achieved for all individuals, schools cannot change alone. All institutions must change together. Collective action is required and equality for those women and minorities who achieve positions of high status is not enough. People at all occupational levels must be valued equally. The critical factor is whether the individual is making a positive contribution to society.

Yvonne Ewell is the Associate Superintendent for East Oak Cliff Dallas Independent School District, in charge of some 26,000 students, 98% of whom are black. She has been a teacher, a consultant and principal, and currently serves on the National Board of the YWCA.

Individual Human Beings and Super Women

Discussion including researchers and educators brought out several important points concerning education for non-traditional employment for women. First, women and sub-groups of women (e.g., teen-aged mothers) defy stereotypes and statistics, and they insist on recognition of their individuality.

If women are to respond to education for non-traditional employment, the education must capture their interest, and education often fails in that respect. Young women will ignore education if it is not humanized. Staff who care about students but are not receptive to excuses, who are friends but not buddies, who offer students a hand without joining students at their level, and who understand that no one can respect others until they can respect themselves create humanized education that can reach young women.

Education should provide young women with personal goals including excellence in whatever they do, and images of success. Ideally, women would leave education with jobs earned thorugh hard work. Education to prepare young women for non-traditional employment must also provide appropriate physical conditioning.

No type or amount of education will be able to move women into non-traditional employment unless women are exposed to non-traditional employment. The exposure must precede high school because during high school women face insecurity about themselves as women that makes it exceedingly difficult for them to choose non-traditional employment unless they already have done so.

Finally, it is not enough that super-women succeed in non-traditional employment. Ordinary men succeed; ordinary women must have the opportunity to succeed also.

CHAPTER V

PARTNERS IN THE SCHOOL-TO-WORK TRANSITION: PRE-EMPLOYMENT AND EMPLOYMENT PROGRAM OPERATORS

The nature of the transition from school to work for young women is contingent on the accomplishments of the educators and on the acceptance of the employers. If youth have not learned the basic skills of reading, writing and arithmetic, employment operators have to offer remedial education. If youth have not learned about the requirements of the world of work, pre-employment programs can give them an introduction to its potentials and responsibilities.

Some of the barriers to youth employment are a lack of work experience, skills training, and knowledge of employer expectations. Pre-employment and employment programs have the goal of breaking down such barriers. Specifically, they try to help youth build resumes, and to give them practice in applying for jobs as well as job exploration experience.

Consideration of pre-employment and employment programs highlight most of the major issues raised at the conference. Miriam Seltzer presented data on youth's attitudes toward employment that were collected in a staff training program. In discussions of their programs, program operators emphasized the need for cooperation, for conscious-raising, for institutional change, and for increased options for women.

Research Perspectives for Programming To Meet the Needs of Youth in Transition From School to Work[1]

Miriam Seltzer

Within academic communities and government today, there is concern about the transition of youth from school to work. The high incidence of unemployment among persons 16 to 24 years of age complicates this transition. Thus, there is a definite need for well-informed staff in employment programs for youth, and staff training is a strategic element in such programs.

The Center for Youth Development and Research (CYDR) at the University of Minnesota conducted a training program for selected CETA Prime Sponsor and Employment Service staff. One of the learning experiences offered by the program was a series of in-depth interviews of CETA eligible youth[2] by each of the 26 participants in the training program. The purpose of these interviews was:

1. To help the CETA and Employment Service staff persons gain a deeper understanding of youth in transition; and
2. To identify program directions and further research needs to help youth seek and hold a job.

Although no claim regarding the representativeness of the data is made, the responses from these interviews have been synthesized and examined for the similarities and the differences in the transition to work between the men and women interviewed, and the implications of that examination for the program and further research.

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[1] Summary of paper entitled "Research Perspectives for Programming To Meet the Needs of Youth in Transition From School to Work," prepared by Miriam Seltzer for the conference.

[2] Twenty-six staff trainees interviewed and reported on 35 CETA-eligible men and 49 CETA-eligible women, aged 16-23, who had attended or were attending urban, rural or suburban high schools. Twelve (or 14 percent) of those interviewed were classified as minority youth. Approximately one-third of the men and one-third of the women at the time of the interviews were early school leavers (dropouts). Slightly under one-half of the men and slightly more than one-half of the women held high school graduation certificates or G.E.D.'s. The rest reported that they were still in high school. Approximately one-third of the women were married or single with one or more children; two of the men reported they were married and had children.

The Similarities Between Men and Women

Although some differences were observed between male and female youth moving into the labor market, the data do not suggest that programs be restructured on the basis of sex. For both male and female youth, it seems desirable to give program emphasis to:

1. Reaching youth early in their work life with information and attitudes which open options in the labor market. Most of the men and women interviewed had worked, and approximately 20 percent of the men and women had never been employed. Most reported that high school was not helpful in job preparation. Over half of each group said more counseling and/or more information on community resources would have been useful.

2. Directing attention to the importance of the qualitative nature of first jobs. Other research has suggested that occupational clusterings are firmly in place with one's earliest work experiences. This suggests viewing work experiences as building blocks in young people's lives, rather than as an expedient way of removing youth from the ranks of the unemployed or providing them with money in the short term. Most of the men and women had given little or no thought to what they would do after high school while enrolled; and if they worked during high school, they tended to continue in the same kind of work (if not the same job) after leaving high school. Well-thought-out planning to reach preconceived goals, short or long run, appears to be absent.

3. Providing parents, peers and significant others with information and awareness to make more effective the informal means used in planning for and seeking work. Parents were mentioned most often by both groups as being helpful in their planning; also most men and women drew on friends when looking for work. Fully half had had contact with government programs, but such programs were mentioned minimally or not at all in response to questions relating to job planning or job search.

4. Creating "surrogate networks" (support groups, counseling, club and interest groups) where none exist or are minimal. For young people with absent or dysfunctional parents, few friends or relatives, such networks could support the type of input many of their peers receive as a matter of course.

5. Providing support services for early school leavers. Early school leavers appear to be particularly discouraged; lacking in job information, skills and readiness; and beset with other problems. They appear to be substantially more random and confused in their job seeking and planning than their peers who fall into other educational categories. In fact, a job alone without "support" could contribute further to low self-esteem and confirm already well-established patterns of discouragement and helplessness. Early school leavers reflect a lack of faith that anything could happen to really change their situation or prospects. This group, more than others, must be reached in terms of their total situation--personal, social, familial and occupational.

Men and women agreed that to them CETA meant money, a job, counseling, perhaps a way of learning some useful skills; and that "work" meant money and to most, freedom and independence. Work was also mentioned as "a place to go," "a challenge" or a "learning experience." Both men and women need to be viewed individually, although this involves more time and may not yield as dramatic numbers on the program reports that the legislation requires.

The Differences Between Men and Women

Women's responses did vary from the men's in some areas, suggesting particular points to be considered by programs which include women.

1. Women appear to use counselors and public programs and services more readily than men. Women seemed to draw more on the less personal, more formal means of help in job seeking. They also appeared to value their high school courses more in preparing for jobs. The amount of difference was not large, but if it is significant, teachers, counselors, and agency personnel should be aware of their more important role with regard to women.

2. Women cluster in the personal services and clerical areas, men in the more manual, technical areas. These groupings continue after leaving school, and women tend to continue throughout their work lives in relatively unskilled, low-paying, dead end jobs. Even in occupations where skill, pay and mobility are present, women function at the lower end of the skill-wage-mobility scales. This suggests that positive effort is necessary to change the stereotypes for occupational choice, among parents, educators, and employment counselors.

   a. For school personnel--it could mean more deliberate recruiting of women into less traditional courses beginning when choices are first made by students in school.

   b. For CETA--it could mean more careful attention to job slots in work-study and job placement programs to make sure neither women or men are necessarily placed in "traditional" jobs just because of their sex. This could mean close working relationships between CETA and the agencies and institutions receiving CETA monies to assure careful assessment of client needs and youth capabilities without regard to sex.

3. Marriage and/or parenting are important factors in the educational planning and occupational choice of a high percentage of women. Only the women in this study left school early because of marriage or pending parenthood. Approximately one-third of the women mentioned marriage or parenthood; only two men did. After leaving high school, the

women: married more often, looked for work less, worked less, and turned to additional schooling less than did the men interviewed.

a. It is desirable to present information early regarding the educational and occupational impact of early marriage or early parenting.

b. Availability of child care, parenting and marital information, and counseling may be central to the success of young marrieds and/or parents (especially unmarried mothers) in the labor market.

This study of the responses of CETA-eligible youth during a structured in-depth interview conducted by participants in a program staff training series was a product of one technique of training CETA and Employment Service staff. Because of the interviews, the staff developed greater understanding of the youth clientele, improved their interviewing skills, and later utilized the data collected to plan program direction. The training series itself highlights the importance of thoughtful staff training to increased effectiveness of youth employment programs. Enough time was allowed between sessions for participants to integrate the information introduced, and to allow feedback based on experience with the concepts.

Miriam Seltzer is an Assistant Professor and Coordinator of Youth Studies at the Center for Youth Development and Research at the University of Minnesota. She has had experience in training prime sponsors, CETA program managers, and administrators of community-based residential correctional facilities. Also, she is a member of the Minneapolis Prime Sponsor Planning Council.

The View From the Programs

The contributions to the conference of persons involved in pre-employment and employment programs were invaluable. Many of the problems and solutions that are shared by different programs are also the problems and solutions delineated by the researchers. Collaboration between the researchers and program people is an example of the cooperation and collective action urged by both groups.

Bennetta Washington, moderator, praised the opportunity to have a dialog between researchers and the program operators who are in a position to use the data practically. She affirmed the researcher's findings that the concept of the traditional women's role is instilled in early childhood and throughout life.

As program operators discussed their programs the following topics emerged as being of primary importance:

Cooperation, Collective Action. Youth and the community benefit when employers, labor, volunteers, educators and local government are involved and cooperate in pre-employment and employment programs. The Worcester Area Career Education Consortium, described by Deborah Knox, has involved three task forces representing the educational, the employment and the concerned adult communities. Knox also mentioned the Community Resource Clearinghouse where information on community employment possibilities is collected and where educators can call to find employment experiences for students. The Clearinghouse relieves the burden on employers of receiving innumerable calls from youth, educators and parents seeking employment information. Susan Wurl described the Education-Work Council of Lexington, Kentucky, a council of youth, business and community leaders. The strength of the council has been its effectiveness in developing cooperation and understanding between groups who had not previously communicated. The interchange has led to: businessmen assisting educators in creating curriculum that is relevant to the world of work; educators assisting employers in providing relevant training for the disadvantaged; and the community taking a look at personnel and hiring practices which might widen boundaries in terms of the disadvantaged.

The Need for Consciousness-Raising Throughout Society. Everyone in society must be made aware that it is false and unfair to assume that when little girls grow up they will not have to work. The assumption is false, because little girls mature into women who do have to work, and it is unfair because it results in a lack of preparation of females for work which results in their inability to support themselves and their families or in their ability to do so only marginally.

The Need for Changes at the Institutional Level. Pre-employment and employment programs have to change in order to support women with counseling, tutoring and reinforcement as they try to enter the world of work, especially when they try to enter a formerly man's world. Institutional change is required if women are to have female role models and networks of female support in traditionally male jobs. The value of traditional women's work, both paid and unpaid, must be recognized. Part of cooperation is recognition of the contributions of all. Young women should receive credit for baby-sitting and systems of accrediting volunteer work and unpaid household work need to be developed. Another important institutional change needed is for large, federally funded employment programs to work in cooperation with small, innovative programs.

Increase of Options for Women Through Exposure to Non-Traditional Employment. Women's job options must be expanded past their traditional limits. Such expansion can only take place if women are exposed to non-traditional employment; thus one of the tasks of pre-employment and employment programs is to expose young people to a wide variety of worlds of work. Site visits, career field exploration, and field work experience repeatedly have been found effective in facilitating the school-to-work transition and in moving women into non-traditional employment. Youth participation in work experiences results in increased self-confidence, increased ability to relate to the job market and expanded ideas of career options. The hunger of women for information on employment is unbelievable as is the effectiveness of giving them that information. Of course, for these expanded career options to be a reality, employers must be willing to hire women where they formerly had hired only men. The willingness of employers to broaden their pool of prospective employees to include women depends on consciousness-raising throughout the community and on cooperation between different segments of society.

The Snowball or Ripple Effect of Change. Several program operators remarked on how one change leads to another. For example, when women are admitted to non-traditional employment programs, the interest and skill they demonstrate overcomes stereotypes in observers. When women have information about non-traditional employment, they enter non-traditional employment. Also, once an individual's consciousness has been raised about women and employment, s/he becomes an advocate for women and raises other consciousnesses.

Problems faced in pre-employment and employment programs suggest emphases for future research and program efforts. Parents, employers and peers, influenced by traditional stereotypes are all found to act as barriers to women's employment decision-making, and to the movement of women into non-traditional employment. Some employers who hire women for temporary programs

assert that they would be unwilling to hire women for regular employment. Introductory programs for women only in employment traditionally reserved for men overcome some parental anxiety and allow women at least to be introduced to non-traditional employment with a minimum of peer harassment.

CHAPTER VI

PARTNERS IN THE SCHOOL-TO-WORK TRANSITION: THE PRIVATE SECTOR

The greater the commitment of the private sector to helping women improve their employment options, the more successful public programs will be. If the opportunities of women and minorities are to equal those of males, societal changes cannot stop short of the private sector. The issues raised by representatives from the private sector at the conference did not differ substantively from those raised by researchers, youth, educators or program operators.

Herman Gallegos stressed the importance of cooperation if necessary institutional changes are to be effected. Women need to cooperate with each other and give each other essential support both by serving as role models for each other and through networks. Women and minorities must cooperate for the passage and enforcement of anti-discrimination legislation. And everyone in society must cooperate to raise consciousnesses and eliminate stereotypes that restrict women. Gallegos pointed out that the private sector has much to gain from joining "the revolution going on in the lives of women." He discussed how the changes he suggests are mutually reinforcing, and one change leads to another.

Ellen Wernick, representing the Labor Movement, delineated labor's concerns with respect to the employment of young women as including: the quality of employment training for young people, the possibility that adult workers could be displaced by young workers, the importance of having labor involved in youth programs, and sex segregation in the workplace.

Donald Williams emphasized women's attitudes toward work and confidence in themselves, the fallacy of stereotypes that limit women in the workplace, as well as the importance of women taking action and doing so together.

A Comprehensive Approach to Improving the Employment Prospects for Women[1]

Herman Gallegos

There is a revolution going on in the lives of American women. Their expectations about education, employment, family life, their own abilities are all changing. It's a revolution we would like to abet.

One of the primary goals is to end the occupational segregation and unequal pay women now suffer. The problem of job inequality is a stubborn one. All the pressures in society--familial, economic, cultural, and historical--tend to reinforce and support this segregation and inequality. Women are inadequately prepared for the workplace, and they encounter the incumbrances of discrimination. We confront the fact that to end economic inequality for women, most institutions in our society will have to change. For example, work done in the home--what we have all been conditioned to think of as "women's work"--is unpaid, and not recognized as legitimate work. Consequently, we have come to consider women's services as an expected activity placed at low value. This has led both men and women to undervalue any work done by women.

Minority women face a double bind. When they are young, they are excluded, or perceive they are excluded, from jobs with growth potential because of race. As they become older and more experienced, they encounter discrimination based on both sex and ethnicity.

First and fundamentally, we have to solve the problem of stereotypes and discrimination. Education specifically aimed at blurring sex stereotypes will help. But I think the greatest progress will be mainly in response to actual changes in women's roles. As women take a more equal place in society, stereotyping will retreat.

Our first objective should be to keep women in school at least through high school. Child care facilities, more flexible class scheduling, and aid in preventing additional births should be made available to teenage parents.

We must also expand the range of education offered young women. This should be accompanied by improved career counseling to involve them in the

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[1]Summary of the luncheon address by Herman Gallegos at the conference.

new fields that are developed and to broaden the labor market information available to them. Women should also be introduced to general occupational knowledge--for example, that collective bargaining yields higher wages, the advantages of public employment, the relative opportunities existing in urban and rural residences. Counseling components should address the questions young women have about entering the labor force: questions about family, work obligations and tensions, problems of sex discrimination.

We should be bringing young women into greater contact with professional women in a variety of fields. The possibilities range from school "guest speakers" programs to "work exploration." The latter should emphasize contact with women in non-traditional fields.

To be most effective, training should be geared to specific jobs either through on-the-job training or institutional training in cooperation with specific employers. To ensure that women acquire saleable skills, local training programs need better planning capabilities and more reliable, objective, and meaningful information about labor demands.

After completing her education and training, the limiting factor to a woman's success in the workforce will depend on the economic conditions which affect the demand for labor. To improve women's occupational profile, we need more jobs. We need a growing and expanding economy to add those jobs. The recent recession eroded many of the employment gains women had made in traditionally male occupations.

Also, anti-discrimination laws have to be fully effective before, during and after recruitment. How many times is a woman offered a middle management position only to find that all the routes to further progress are blocked? Greater effort is also needed in the area of blue-collar employment. There is blatant sex discrimination in industrial plants everywhere in the United States. We need to strictly enforce Title VII, the Equal Pay Act, the Federal Executive Order on contractors, and state and local equal opportunity laws. This means educating women about their rights and widely publicizing to all employers the penalties being paid by those who continue to discriminate.

We should be evaluating the effectiveness of enforcement--answering such questions as: Are employers who have been cited acting to desegregate? Are

employers in communities where legal action has occurred more likely than other employers to independently initiate parity hiring? Are women more likely to come forward where other women have won anti-discrimination suits?

If we are to know how best to move, we will have to have a better understanding of where we are now. For this, we need a data base which is accurate and disaggregated. The general figures we have now tend to obscure many forms of segregation.

Structural reorganization of work that assists women in working through the childbearing years will improve the "demand" for women's labor by allowing employers to get a return on their investment in training women. Some possibilities include flex-time, child care facilities, job-sharing, maternity and paternity leaves, and options on part-time and take-home work.

Support systems for women are also required if women are to achieve equality with men in the workplace. Women traditionally lack two important supports: "mentors" and "information and referral networks." Middle-level women, particularly, may find themselves at a career impasse without these.

A mentor serves two functions--those of advocate and educator. For a number of reasons, men at higher levels are often hesitant to adopt a woman in a mentor relationship. Some of the reasons include: the desire for "someone like me"--usually defined, at least in part, as male; the fear that a woman may be less serious in her career commitment than a man, and the previously mentioned assumption of lower competence. As women enter upper-level positions, they will be able to provide the vital function of mentor for other women.

An information network can provide similar resources. Given the relatively few women presently in the position to perform as mentor, networks are particularly important. We should pay special attention to developing networks between sectors.

Networks between non-profit and profit sectors will be particularly useful. Non-profit organizations solve problems, carry out programs, deliver services, have paid staff and operate on large budgets just like profit-making corporations. The skill required to successfully manage such an operation are analogous to those required in profit-making firms. There is one significant difference between the executives of profit and non-profit organizations--a relatively large number of the latter are women.

These women offer a first-line in the development of a "new girl" system, where women in strategic positions of influence assist other women through the corporate labyrinth. They can benefit in turn from the support of women in the private sector.

We should also pay attention to the distribution of high ranking women within companies. If they are scattered, it may be difficult to develop support networks. Perhaps attempts should be made to cluster high-ranking women so they are more visible, have greater access to one another and can develop a support system.

Progress in increasing the numbers of women in high-level executive positions, and strengthening those positions, will yield a number of payoffs. It will insure outreach, provide alternative perspectives and information for the decision-making process, and provide sources of advice and advocacy for women in lower level jobs.

Another important area which can expand opportunities for women will be the establishment of methods for accrediting volunteer work. Many women develop managerial skills while serving as unpaid executives in voluntary organizations. Unfortunately, the term "volunteer" carries a stigma. Even the volunteer who manages a sizable budget and a large professional staff often receives no "career credit" for managerial skills she has developed, and she is rarely viewed as a suitable candidate for career management positions in the paid sector of the economy. Similarly, experience in household managing is ignored in the marketplace.

One option for improving women's economic status which has been given little attention is female entrepreneurship. This is an area men have traditionally been encouraged to enter, and women discouraged from entering. Legal constraints, lack of experience and investment capital, and discrimination have kept women from organizing their own businesses. We should be aiding those women who want to be self-employed with technical assistance, information on legal requirements, packaging, capital formation--including SBA loans--and procurement.

Much that I have suggested demands action by the private sector. As a business person myself, I believe that private business can and should be making substantial contributions to solving the problems we have been discussing. This is a notion that is gaining credence nationally. There is an in-

creasing demand by the public and acceptance by business that corporations must accept "corporate social responsibility." The essence of the concept is that corporate action must take more fully into account the human, environmental and social effects of business operations.

The changes I have been describing, both structural and attitudinal, are mutually reinforcing. Expanded and improved education will encourage women to enter new job sectors. As greater numbers of women achieve resource-wielding positions, they will be able to effect ever widening changes. Further, they will serve as role models and mentors, to bring more women into these positions. Improved information networks will enable women to cooperate, links will be formed between women in many different levels and situations. Strongly enforced affirmative action laws will encourage women and serve notice to employers.

In closing, I would like to emphasize the importance of cooperation. The problem before us is clearly a complex one. So far, our attempts to solve the many aspects of the problem have been discrete, fragmented and isolated. We have been content to approach each issue separately. I think it is time to realize that these problems, and their most effective solutions, will require comprehensive, multi-sector approaches.

One lesson I have learned as a minority is that the choice of where and for whom we work is a critical one. This is also true for women. Women with talent and skills are very valuable to the larger establishment. They receive extremely attractive job offers. But it is essential to carefully evaluate the consequences of taking those offers. First, because positions which seem initially attractive may later prove to be limited. While women and minorities are eagerly sought after, we have yet to see them in any significant numbers at the top levels of corporate decision-making. Secondly, the economic development of women as a group can be impeded by the loss of talented, skilled leadership.

If we are to impact the system to bring about better positions for women and minorities, one method is for us to work for one another. By doing so, we can consolidate our strengths. Through that kind of mutual support and cooperation, we will expand each other's efforts, and bring greater influence to bear over decisions that are important to us.

Herman Gallegos is Chairman of the Board of Human Resources Corporation. For over 25 years he has directed and participated in national and local organizations concerned with advancing the social, economic, educational, political and human rights of Hispanic Americans and other ethnic and racial minorities in the United States. He has extensive background in the initiation and development of planning and research projects concerned with the problems of education, health services, aging, children and youth, community services, urban and rural problems, corrections, philanthropy, manpower, and economic development.

The Concerns of the Labor Movement With Youth Programs for Women[1]

Ellen Wernick

Concerns of the Labor Movement related to the employment of young women include:

- Training programs that give youth good work habits and some marketable skills.

- The kinds of counseling that young people receive regarding what careers are and what jobs are. The big bulge is at the bottom. Young people tend to be told about the sexy, glamorous, high-paying jobs, but never told about what they are probably going to be doing. The majority of the jobs out there are not all that sexy.

- An attitude often instilled into youth that people who work with their hands are not as good as people who work with their heads. Certain necessary and useful jobs are denigrated, and in the process the people holding those jobs are denigrated also.

- Programs which displace adult workers. Labor does not feel that employment programs for young people should cause their parents to become unemployed because an employer can pay a young person less and dismiss the mother or father who is working.

- Labor being involved in planning and implementing youth programs. The regulations for the Youth Community Conservation and Improvement Projects (YCCIP) and the Youth Employment and Demonstration Projects Act (YEDPA) programs this year have labor very much involved. Labor feels it should be consulted because it knows where the jobs are and what they are. Union members are also parents, and their children are among those learning jobs.

- Sex segregation in training programs. Around 50 percent of the people in Title I CETA programs are women, but what are they being trained for? Traditional employment.

- More government program effort being put into funding programs for non-traditional jobs for women.

- Providing young women information about the realities of what the future is going to be like. "Yes, you are going to be working; you are not just going to get married and have kids for the rest of your life."

- The lack of awareness and advocacy for women as workers.

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[1]Summary of Ellen Wernick's comments at the conference.

Ellen Wernick is a specialist in education and women's studies at the Human Resources Development Institute, the training arm of the AFL/CIO. She has been with HRDI since 1974, and is responsible for all staff training and education activities. She also coordinates HRDI's job placement and program development efforts to increase job options for women. In 1976 she wrote the original curriculum for the Vocational Exploration Programs, a national youth program operated by HRDI and the National Alliance of Businessmen.

A Message From an Employer in the Private Sector[1]

Donald Williams

There is an increasing demand for women with adaptable skills. It is expected that once elevated to a level of higher responsibility, both men and women will have commensurate skills if they are to share in the dignity of the position. A crucial difference between men and women from an employer's point of view is in the approach to a new job. A man demonstrates, "I Can." A woman demonstrates, "Can I?" Women need to know and to feel their strengths before they arrive for an interview.

The fact that women have been singled out to be examples of all that is "good" in society and yet not be allowed the commensurate progress in the world of work is one of the more serious reasons for this conference. Conversely, men are permitted to exercise a greater latitude of non-exemplary behavior and still maintain access and sponsorship for upward mobility to the heights of their chosen careers. All too frequently, men, even as we sit here today, occupy the top positions in those employment situations which are considered traditional for females.

There are a series of myths that weaken women's position on the job market. For example, there is a myth that working women take jobs away from men. If all the women working today quit, there would not be enough unemployed men to cover their positons. There is also a myth that women take more time off from work than men (sick leave, personal leave); they do not. Another myth used as a deterrent to women working is the assumed association between working mothers and juvenile delinquents. In fact, the children of working mothers are no more likely to be juvenile delinquents than the children of mothers who do not work.

As women enter the job market and rise to the top, they should remember that there is security in numbers. As a woman rises, therefore, she should offer the needed sensitivity to the female coming along behind her.

Also, in their efforts to improve their employment prospects, women

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[1]Summary of comments by Donald Williams at the conference.

should not ignore the trades (plumber, electrician, mechanic) where there is stable employment and financial reward.

And finally, women must not wait for the traditional institutions to change the world, but should press ahead and use their collective strength.

Donald Williams works for RCA as Manager of the Midwest Region for Job Corps and other program development. He has been a public school teacher and has had extensive experience in working with young people. Mr. Williams was head of the Education Department for the Charleston Job Corps, and Manager of Education for the Pennsylvania Education Program, an RCA program for adjudicated youths. He currently has responsibility for several Job Corps programs and college educational testing and learning skills programs. He is also a lecturer on the faculty of Rutgers University, where he is finishing work on his doctorate.

CHAPTER VII

FEDERAL PROGRAMS FOR YOUTH EMPLOYMENT

Youth employment and unemployment are issues of prime importance to the Federal government. Youth need jobs both to enhance the quality of their lives in the present and to prepare themselves for productive adult lives. Jobs also help youth recognize the relevance and importance of their in-school activities. Through jobs youth become responsible citizens rather than marginal members of society.

Anderson's and Michel's comments serve as useful guides to the proliferation in recent years of Federal efforts to help youth in the labor market.

From the Department of Labor[1]

Robert Anderson

These comments review some of the CETA-related items for which the Department of Labor has responsibility that impact either specifically or generally on women's programs in the area of employment opportunities. Congress is now involved in putting together both House versions and the Senate version of the CETA reauthorization legislation, which is, I think, of some interest.

First, it is the intention of the Administration in general, and of Secretary Marshall, in particular, that CETA programs target more specifically the economically disadvantaged. The legislation contains a number of changes that reflect that philosophical approach to employment and training programs, in that eligibility criteria have grown much narrower and finer to make sure that only those who are most eligible, only the most needy individuals, will qualify for these programs.

Secondly, in the coming years, our focus will not be as much on public service employment as it has been in the past. We will be concentrating our resources and our efforts more specifically on those individuals who do not have skills, and therefore, have not had and do not have access to the general labor market. Providing these individuals with skills and upgrading any existing skills will be our primary focus in the future.

One aspect of the CETA reauthorization bill about which I am very pleased is the new Title VII, Private Sector Initiatives. This title is a modestly funded approach to garner more involvement of the private sector into government training programs. All prime sponsors will receive a pro rata share of the 400 million dollars that will be requested for Title VII. That pro rata will allow prime sponsors to do some things that perhaps have not been possible in the past in terms of involving the private sector in CETA-type programs. I mention this because I think this represents an opportunity for women who are involved in employment and training programs to address a whole variety of problems related to women in the labor market, including nontradi-

[1]Summary of Robert Anderson's comments at the conference.

tional employment, because that 400 million dollars represents at least a two-year demonstration experimental approach to involving the private sector more directly in government-sponsored training programs. If women are in the forefront in identifying needs and special program efforts, and in planning for the use of those special dollars, I think we can go a long way towards at least establishing some models for women in nontraditional as well as traditional private sector job markets.

Another significant element in our government thrust as it relates to employability development is WIN (Work Incentive Program). You have heard much, I am sure, about welfare reform. There are currently four different measures which have been introduced in Congress related to welfare reform. Three of these proposals suggest the expansion of the WIN program and the establishment of welfare reform demonstration sites around the country. If these proposals pass, there would be demonstration projects in perhaps a dozen communities across the country which would seek to address the entire welfare population in those communities. As a companion measure, the WIN program would be expanded to encompass more welfare recipients, AFDC mothers in particular. There is a tremendous population of young women in this country who have young children, and who have had no training for work and no experiences with work, but who seek to become economically self-sufficient. The WIN program and the welfare reform demonstration models would provide new opportunities to address this problem.

Once again, if women are in the forefront in their individual communities, and make themselves and their organizations aware of the facts and figures that relate to these program initiatives, and are prepared to impact on community decisions related to these programs, I think that on a locale by locale basis, they can possibly make some significant gains for women.

Robert Anderson is Administrator of the Office of Comprehensive Employment Development, Employment and Training Administration, U.S. Department of Labor. He supervises the development of policies and procedures to assure that employment and training programs are adequately carried out by about 450 State and local CETA prime sponsors, and some 300 WIN offices. His office administers a job taining and placement effort with a total budget of six billion dollars for this fiscal year. Mr. Anderson came to the Department of Labor from the National League of Cities and the U.S. Conference of Mayors, where he was director of the employment and training office.

The Federal Government and the War on Youth Unemployment[1]

Harriet Michel

We are involved in a war. It is not the kind of war you hear about in the media which captures all the attention. It is not a war on crime; and it is not a war on drugs. These are merely manifestations of the larger problem. The war we are fighting is much more insidious; i.e., the lack of jobs, the lack of prospects of ever having jobs and, therefore, the lack of opportunity for thousands upon thousands of young people to have jobs in the future. We are fighting a society which, in spite of its emphasis on youthful appearance, views young people with fear and contempt. It incarcerates and intimidates them rather than educates them; it condemns them rather than assists them. And most tragically, it pushes them out on their own with few (if any) skills to cope in this demanding, complex, hyper-tense society.

I am here today to tell you about this Administration's effort, through the Employment and Training Administration in the Department of Labor, to mount jobs and job training programs for unemployed youth. Programs which assist youth are ETA's current top priority, particularly those programs which are aimed at older youth who are structurally unemployed. Our major attack on the youth unemployment problem is occurring through the Youth Employment and Demonstration Projects Act of 1977, or YEDPA.

The Youth Employment and Demonstration Projects Act was not intended solely to create jobs. The first intent was to provide jobs, and we are anticipating that some 200,000 young people will have jobs with monies from YEDPA by the end of calendar 78. The Act was also intended to develop employment opportunities and employability activities so kids could get the preparation they'll need in order to enter the job market.

There are four programs under YEDPA. The first is the Youth Community Conservation and Improvement Program (YCCIP) which was funded for 115 million dollars nationally through CETA prime sponsors. It is aimed primarily at out-of-school youth who are to be hired for jobs that have lasting tangible benefits to the community. In many cases this translates into weatherization and improvement projects on homes of persons who are on fixed incomes, and environmental projects. Because of your interest in young women, I am sad to announce

[1]Summary of Harriet Michel's luncheon address at the conference.

that the enrollment of young women in these projects is probably less than 33%, because so many of the occupations being utilized under the program are traditionally male jobs.

The second program funded under YEDPA is the Young Adult Conservation Corps (YACC), which received 233 million dollars nationally. The Department of Labor is only a conduit for this program. Through an interagency agreement with the Departments of Agriculture and Interior, the program enables young people to provide conservation work for public lands and waters. YACC is both a residential and nonresidential program. About 40% of the enrollees nationally are young women.

The third program is the Youth Incentive Entitlement Pilot Project (YIEPP) which is probably the most exciting program funded under YEDPA. One hundred and fifteen million dollars was distributed to 17 cities through entitlement grants. The object of the entitlement program is to test whether a job guarantee or "entitlement" will encourage disadvantaged youth to stay in or return to school. The first problem is to determine whether jobs can be found for all youth who are eligible since the entitlement youth have part-time employment during the school year and full-time employment during the summer months. YIEPP is an exciting concept because it requires a new alliance between education systems and manpower systems to develop programs for often the most difficult youngsters.

The largest of the four programs funded under YEDPA is the Youth Employment Training Program (YETP). Some 456 million dollars was distributed to CETA prime sponsors under YETP, which is a potpourri of services similar to CETA Title I programs. It provides for transition and counseling services, jobs, work experience, and vocational exploration for in-school and out-of-school youth. YETP requires that 22% of the monies received by prime sponsors goes to the local secondary school system for in-school programs. The 22% set aside represents a major effort to foster cooperation between the Manpower and Education System. In some areas, the prime sponsors gave much more than the required 22% to the school systems, and, in several instances, the entire amount of money received by the prime sponsor for YETP was turned over to the local education agencies. However, another emphasis under the Youth Act is that community-based organizations are supposed to get a piece of the action. In some communities where the education lobby is very powerful, the community-based organizations are being

frozen out. In future legislation we may have to change that minimum of 22% for the schools and guarantee that some percentage is given to community-based organizations.

The most exciting part of any program is the free money. All the programs mentioned so far were prescribed by the legislation. We knew precisely where it had to go. The beauty of this particular bill is that there are some 94 million dollars in discretionary funds that will be used for innovative projects. A blueprint for utilization of these discretionary dollars known as the knowledge development plan was developed to include several program emphases.

The first emphasis consisted of developing agreements with other Federal agencies. For example, we gave 10 million dollars to HUD to operate YCCIP programs through community development corporations around the country. The purpose of the HUD grant was to find out if different delivery mechanisms would put programs in place faster, better, with more success and fewer problems. We also gave 8 million dollars to ACTION for the City of Syracuse, New York, to test the notion of a National Voluntary Service Corps. (Young people who come into this program will be assigned to nonprofit organizations to do public service work for a year, which will provide work experience and skills training.)

The second thing we wanted to accomplish with the discretionary money was to determine what is going on across the country in terms of successful employment and training programs for young people. We wanted to find and replicate innovative and sound program models.

We have developed a partnership with several philanthropic foundations to create new, nonprofit, limited purpose corporations which would conduct national demonstrations programs. To date two have been formed. One is the Corporation for Public and Private Ventures (CPPV) in Philadelphia, which will run a community improvement demonstration program based on a model program in Portland, Oregon. CPPV will also conduct all private sector initiatives programs.

The second corporation is called Youthwork, and is headquartered in Washington. This project will identify and fund exemplary in-school programs. The recommendation for funding is going to come through CETA prime sponsors, so if you have a good relationship with your CETA prime sponsor, and if you have a good in-school program, this can be ah opportunity to apply for some of the discretionary funds under the Youth Act.

Discretionary money was used to fund an interesting series of contracts for school-to-work transition programs with the Women's Bureau, and several community-based organizations including R-T-P, Inc., the National Urban League, and the National Council of Negro Women.

In addition to the programs I have just described, which are funded under the Youth Act and designed to have a major impact on our battle to alleviate structural unemployment for young people, other employment and training opportunities for youth are still available through CETA Titles I, II, and VI. As a matter of fact, nearly half of the monies that go into Title I are being utilized by young people between the ages of 16 and 21. The Administration has asked Congress to appropriate 11.4 billion dollars in CETA funds in fiscal 1979, and over one-third of those funds will go to serve youth. The Department of Labor will serve about 4 1/2 million young people next year; 2.5 million of them will be served through CETA.

In our proposals for CETA reauthorization, all new youth programs--in addition to the Job Corps and the summer youth programs--will be under a separate title, Title IV. This will include the YEDPA programs I have mentioned (the Young Adult Conservation Corps, the Youth Community Conservation and Improvement Project, the Youth Entitlement Pilot Projects, and the Youth Employment Training Program).

In addition, under the Title VII (Private Sector Initiatives), there will be a focus and special interest in youth and minorities, although the program is not exclusively for them. Under the Private Sector Initiatives, each CETA prime sponsor will be required to develop a local industry council which will include business and labor representation. Prime sponsors will also do some local assessment of the labor market and labor needs, and try to engage businesses in setting up apprenticeship programs, on-the-job training programs and employment programs.

Harriet Michel is Director of the Office of Community Youth Employment Programs in the Employment and Training Administration, U.S. Department of Labor. This office is responsible for implementation of the Youth Employment and Demonstration Projects Act of 1977. Ms. Michel is a member of the Board of Directors of the African-American Institute, and Essence Communications, and has served as consultant to a number of educational institutions and government agencies. She is also active in a number of organizations with interests in education and minorities.

CHAPTER VIII

CONCLUSION, OR LET'S NOT STOP NOW

One of the most fascinating aspects of the conference was suggestions for future research or program direction.

How do females' work attitudes and attitudes toward non-traditional employment change at different ages? What factors seem to influence these attitudes?

Are some types of non-traditional employment more acceptable to females than others? Why?

How do males' attitudes toward women working and toward non-traditional employment for women change at different ages? What factors seem to influence these attitudes?

Are some types of non-traditional employment for women more acceptable to males than others? Why?

How are women's careers influenced by their boyfriends' (husbands) attitudes toward women working and toward their job choices?

Do unemployed youth become unemployed adults? Does the answer to this question differ between different racial, ethnic, and socio-economic groups?

Can patterns or processes by which youth move from school to work be identified in more explicit terms so that programs and services can be targeted or focused to more effectively intervene in the process? For example, the personnel of one of the programs described at the conference felt that they have identified employment stages through which high school graduates go. The stages are different for males and females. When males first graduate from high school, they are not at all interested in careers but only in earning money, and they change jobs often. It is not until they approach their mid-twenties that they begin to think about career direction. Females, on the other hand, enter into very stable employment immediately after graduating from high school. Their jobs, of course, are dead end jobs. Do these patterns of school-to-work transition exist for youth in general? Does it indicate that female high school graduates are more mature than males, or simply that the females never think about career direction?

What effect does experience in vciuntary community service have on the school-to-work transition?

How can the informal means and the formal means of job search be linked more effectively? For example, how can parents be reached concerning their daughters' job options?

What are the possibilities for helping youth who do not have effective informal systems of support and information (e.g., families, friends)?

How effective are procedures to enforce anti-discrimination legislation?

Are employers in communities where legal action has occurred more likely than other employers to independently initiate parity hiring?

Are women more likely to come forward where other women have won anti-discrimination suits?

How can harassment of young women in non-traditional vocational education be controlled?

APPENDIX A

CONFERENCE PARTICIPANTS

APPENDIX A

CONFERENCE PARTICIPANTS

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Deborah Knox
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Jane Bruce
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Panelists (Contd.)

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Atlanta Junior College
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Atlanta, Ga.

APPENDIX B

THE CONFERENCE AGENDA

APPENDIX B

CONFERENCE ON YOUNG WOMEN AND EMPLOYMENT
What We Know and Need to Know about the School-to-Work Transition

Presented by the
Women's Bureau
in conjunction with the
Office of Youth Programs,
the Department of Labor

May 1 - 2, 1978
National 4-H Conference Center
Washington, D.C.

SUNDAY EVENING, APRIL 30

6:00 - 7:00 p.m.	Dinner in the National 4-H Center Cafeteria	
7:00 - 9:00 p.m.	Informal Reception	

MAY 1 — WHAT WE KNOW

9:00 a.m.	Welcome and Women's Bureau Overview	Alexis Herman, Director Women's Bureau
9:10 a.m.	The Facts of Life for a Teen-Aged Girl, 1978	Janet Norwood Deputy Commissioner Bureau of Labor Statistics
9:30 a.m.	Research Perspectives:	
	The Long-Term View	Frank Mott Ohio State University Longitudinal Study Team Specialist on Young Women
	Research Perspectives for Programming to Meet the Needs of Youth in Transition from School to Work	Miriam Seltzer Center for Youth Development, University of Minnesota
	BREAK	
	A Range of Factors Influencing Career Choices	Roslyn Kane, Director RJ Associates
	Who Needs the Counseling?	Mary Ellen Verheyden-Hilliard, President Verheyden & Associates

MAY 1	WHAT WE KNOW (continued)	
11:00 a.m.	The Special Problems of Minority Girls	Mary N. Hilton Deputy Director, Women's Bureau
	SPEAKER	Hylan Lewis Professor of Sociology Graduate Center, City University of New York
	PANEL	Margarita Melville Georgia Lonetree Peter Fong
12:30 p.m.	LUNCH Turning Issues into Opportunities	Speaker: Herman E. Gallegos Chairman, Board of Directors, Human Resources, Inc.
2:00 p.m.	The Economic Future of the Teen-Aged Mother	Kristin Moore Research Associate Program on Women and Family Policy, Urban Institute
2:45 p.m.	PANEL Pro's and Researchers Discuss the Evidence Frank Mott Miriam Seltzer Roslyn Kane Mary Ellen Verheyden-Hilliard Rosetta Reed Patricia Wallace Dan Lowry Susan Wurl David Bosley	Moderator: Bennetta Washington Special Assistant to the Assistant Secretary for Employment and Training
4:00 p.m.	ADJOURN	
5:30 p.m.	Social Hour No Host Bar	
7:00 p.m.	DINNER	Speaker: Robert Green, Dean of the College of Urban Development, Michigan State University

MAY 2	GOVERNMENT PROGRAMS: HOW THEY'VE WORKED: WHAT CAN MAKE THEM WORK BETTER	
9:00 a.m.	Young Women and Work	Patricia C. Sexton Department of Sociology New York University
9:40 a.m.	PANEL The Concerns of Those Who Deal with Young Persons: Employers, Schools, Delivery Systems, Community Organizations Ellen Wernick Fredelle Bergstrom Donald Williams Yvonne Ewell	Moderator: Robert Anderson, Administrator, Comprehensive Employment Development
	BREAK	
11:15 a.m.	YOUTH PANEL Michael Cheeks Diana Ortiz Kim Chi Ha Cindy Cortez Jeanine Bourgeois	Moderator: Jeffrey Cooper Morehouse College
12:30 p.m.	LUNCH	Speaker: Harriet Michel, Director Office of Community Youth Employment Programs Department of Labor
2:00 p.m.	PANEL Model Program Operators Describe How They Do It Toni Williams Fannie Belle Burnett Deborah Knox Jane Bruce	
3:00 p.m.	ADJOURN	

Resource Persons: John Simpson
Rosemary Winder
Willi Clemons

APPENDIX C

FURTHER READING

APPENDIX C

FURTHER READING

From the Conference Presentors:

Green, Robert L. The Urban Challenge--Poverty and Race. Chicago: Follett Publishing Co., 1977.

Lewis, Hylan, Clark, Mamie, et al. Improving Employment Opportunities for Female Black Teenagers in New York City; R&D Monograph #47. Employment and Training Administration (Department of Labor), 1977.

Moore, Kristin A. and Linda J. Waite. "Marital Dissolution, Early Motherhood and Early Marriage: Evidence from the National Longitudinal Survey of Young Women." Paper accepted for presentation at the annual meetings of the American Sociological Association, September 1978.

Moore, Kristin A. and Isabel V. Sawhill. "Implications of Women's Employment for Home and Family Life." In Women and the American Economy, A Look to the 1980's, Juanita M. Kreps, (ed.), Prentice-Hall, 1976, and reprinted in Women Working: Theories and Facts in Perspective, Ann Stromberg and Shirley Harkness (eds.), Mayfield, 1978.

Moore, Kristin A. and Sandra L. Hofferth. "The Consequences of Early Childbearing: Research Summary," December 1977 (Results from the National Longitudinal Survey of Young Women).

Moore, Kristin A. and Linda J. Waite. "Early Childbearing and Educational Attainment." Family Planning Perspectives, September/October 1977, 9(5).

Mott, Frank L. (ed.) Women, Work and Family: Dynamics of Change in American Society. Lexington, Mass.: Lexington Press, 1978 (imminent)

Mott, Frank L. "Racial Differences in Female Labor Force Participation: Trends and Implications for the Future." Urban and Social Change Review, 1978, 11.

Mott, Frank L. and Sylvia Moore. "Determinants of Marital Breakdown." Journal of Marriage and Family. Forthcoming.

Norwood, Janet. "Reshaping a Statistical Program to Meet Legislative Priorites." Presented at the American Statistical Association Convention, Chicago, 1977.

Norwood, Janet. "New Approaches to Statistics on the Family." The Monthly Labor Review, July 1977.

Rj Associates (Roslyn Kane). Problems of Women in Apprenticeship. Prepared for the Vocational Education Research Branch, Bureau of Occupational and Adult Education, Office of Education, DHEW, December 1977. Available through Rj Associates, Inc., for $9.50.

Rj Associates (Roslyn Kane). A Study of the Factors Influencing the Participation of Women in Non-traditional Occupations in Postsecondary Area Vocational Training Schools. Prepared for the Vocational Education Research Branch, Bureau of Occupational and Adult Education, Office of Education, DHEW, 1977. Available through Rj Associates, Inc., for $9.50.

Rj Associates (Roslyn Kane). Women in Non-traditional Vocational Education in Secondary Schools. Prepared for the Vocational Education Research Branch, Bureau of Occupational and Adult Education, Office of Education, DHEW, February 1978. Available through Rj Associates, Inc. for $9.50.

Rj Associates (Roslyn Kane). A Model to Retrain Women Teachers and Skilled Women as Teachers in Non-traditional Vocational Programs. Prepared for the Vocational Education Research Branch, Bureau of Occupational and Adult Education, Office of Education, DHEW, 1977. Available through ERIC #ED143878 for $7.35.

Verheyden-Hilliard, Mary Ellen. Ethnic American Girls: Their Counseling Needs. Women's Research Program, National Institute of Education. Forthcoming.

Verheyden-Hilliard, Mary Ellen. "Counseling: Potential Superbomb Against Sexism." American Education, April 1977, Department of Health, Education and Welfare.

Verheyden-Hilliard, Mary Ellen. "Cinderella Doesn't Live Here Any More." Manpower Magazine (renamed Womanpower for this issue), 1975, Department of Labor.

Verheyden-Hilliard, Mary Ellen. Cracking the Glass Slipper: Peer's Guide to Ending Sex Bias in Your Schools. The project on Equal Education Rights, 1029 Vermont Ave., NW., Suite 800, Washington, D.C. 20005

Verheyden-Hilliard, Mary Ellen. The Handbook for Workshops on Sex Equality in Education: Information, Activities, Resources for Educators, Students and Community. Women's Program Staff, Office of Education.

Waite, Linda J. and Kristin A. Moore. "The Impact of an Early First Birth on Young Women's Educational Attainment." Social Forces, March 1978, 53(3).

Selected Department of Labor Publications

Bureau of Labor Statistics
U.S. Department of Labor
Washington, D.C. 20212

"BLS Publications, 1972-1977." Bulletin 1990.

"Publications of the Bureau of Labor Statistics." Published semiannually.

"U.S. Working Women: A Chartbook."

"Where To Find BLS Statistics on Women."

Occupational Outlook Handbook. Job briefs and employment outlook for over 850 jobs.

"Occupational Outlook Quarterly." Articles for counselors and career seekers on various occupations and industries. Subscriptions and single copies available from Superintendent of Documents, U.S. Government Printing Office.

"Monthly Labor Review." Articles on employment, labor force research and trends, detailed statistical data. Available by subscription and single copies from Superintendent of Documents, U.S. Government Printing Office.

Employment and Training Administration
U.S. Department of Labor
Washington, D.C. 20213

"Index to Publications of the Employment and Training Administration."

"Women and Work." R & D Monograph 46. Summary of research and development projects for women funded by ETA.

"Women in Apprenticeship--Why Not?" Research Monograph 33. Report on the Women in Wisconsin Apprenticeship project.

"Worklife Magazine." Monthly publication with articles about ETA programs. Available by subscription and single copies from the Superintendent of Documents, U.S. Government Printing Office.

Office of Youth Programs (also in Employment and Training Administration)

"A Planning Charter for the Youth Employment and Demonstration Projects Act of 1977."

"A Knowledge Development Plan for the Youth Employment and Demonstration Projects Act of 1977."

Women's Bureau
Office of the Secretary
U.S. Department of Labor
Washington, D.C. 20210

"Women's Bureau Publications."

1975 Handbook on Women Workers.

"Women in Nontraditional Jobs: A Program Model - Boston: Nontraditional Occupations Program for Women."

"Women in Nontraditional Jobs: A Program Model - Denver: Better Jobs for Women."

"Workshop Model to Develop Nontraditional Jobs for Women."

"Increasing Job Options for Women: A Guide to Holding a Conference on Nontraditional Jobs for Women."

"A Woman's Guide to Apprenticeship."

"Sources of Assistance in Recruiting Women for Apprenticeship Programs and Other Nontraditional Skilled Blue-Collar Work."

"Women in Nontraditional Employment: A Selected List of Publications, Slides and Films."

"Affirmative Recruitment Kit."

Useful Publications from the Department of Health, Education and Welfare

National Institute of Education
U.S. Department of Health, Education and Welfare
Washington, D.C. 20208

"Work, Women and Vocational Education," by Corrine H. Rieder. Reprinted from the June 1977 issue of American Education.

"Sex Fairness in Career Guidance: A Learning Kit."

"New Career Options for Women: A Counselor's Sourcebook."

Office of Education, Bureau of Occupational and Adult Education
U.S. Department of Health, Education and Welfare
Washington, D.C. 20202

"Women in Non-Traditional Occupations--A Bibliography."

* U. S. GOVERNMENT PRINTING OFFICE : 1978 720-343/9302